

# VOLUME 5

## COMMENTS AND RESPONSES ON THE DRAFT EIR



SAN FRANCISCO PLANNING DEPARTMENT CASE NO. 2010.0493E  
STATE CLEARINGHOUSE NO. 2011022040

DRAFT EIR PUBLICATION DATE: JULY 11, 2011  
DRAFT EIR PUBLIC HEARING DATE: AUGUST 11, 2011  
DRAFT EIR PUBLIC COMMENT PERIOD: JULY 11, 2011 – AUGUST 25, 2011  
COMMENTS AND RESPONSES PUBLICATION DATE: DECEMBER 1, 2011  
FINAL EIR CERTIFICATION DATE: DECEMBER 15, 2011



**SAN FRANCISCO  
PLANNING  
DEPARTMENT**



## SAN FRANCISCO PLANNING DEPARTMENT

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December 1, 2011

1650 Mission St.  
Suite 400  
San Francisco,  
CA 94103-2479

To: Members of the Planning Commission and Interested Parties

From: Bill Wycko, Environmental Review Officer

Re: **Attached Comments and Responses on Draft Environmental Impact Report  
Case No. 2010.0493E 34th America's Cup and James R. Herman Cruise  
Terminal and Northeast Wharf Plaza Projects**

Reception:  
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Planning  
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Attached for your review please find a copy of the Comments and Responses document for the Draft Environmental Impact Report (EIR) for the above-referenced project. **This document, along with the Draft EIR, will be before the Planning Commission for Final EIR certification on December 15, 2011.** Please note that the public review period ended on August 25, 2011.

The Planning Commission does not conduct a hearing to receive comments on the Comments and Responses document, and no such hearing is required by the California Environmental Quality Act. Interested parties, however, may always write to Commission members or to the President of the Commission at 1650 Mission Street and express an opinion on the Comments and Responses document, or the Commission's decision to certify the completion of the Final EIR for this project.

Please note that if you receive the Comments and Responses document in addition to the Draft EIR, you technically have the Final EIR. If you have any questions concerning the Comments and Responses document or the environmental review process, please contact Joy Navarrete at Joy.Navarrete@sfgov.org or (415) 575-9040.

Thank you for your interest in this project and your consideration of this matter.



VOLUME 5

COMMENTS AND RESPONSES  
ON THE DRAFT EIR

THE 34TH AMERICA'S CUP  
&  
JAMES R. HERMAN CRUISE TERMINAL  
AND NORTHEAST WHARF PLAZA

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**SAN FRANCISCO**  
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DEPARTMENT

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## CHAPTER 9

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# Introduction to Comments and Responses

### 9.1 Purpose of the Comments and Responses Document

This Comments and Responses document completes the final environmental impact report (EIR) analyzing potential environmental effects associated with two related projects: (1) the proposed 34th America's Cup (AC34) project – a series of international sailing events to be hosted by the City and County of San Francisco (CCSF) in summer-fall 2012 and summer-fall 2013; and (2) the James R. Herman Cruise Terminal and Northeast Wharf Plaza (Cruise Terminal) project proposed by the Port of San Francisco (Port). The San Francisco Planning Department, as lead agency responsible for administering the environmental review for CCSF projects as required under the California Environmental Quality Act (California Public Resources Code, Sections 21000 *et seq.*) (CEQA), published a combined Draft EIR<sup>1</sup> on these two projects on July 11, 2011. The Draft EIR was subject to a 45-day public review period ending on August 25, 2011. This Comments and Responses document provides written responses to comments received during the public review period.

The Draft EIR together with this Comments and Responses document constitute the Final EIR for the proposed projects in fulfillment of CEQA requirements and consistent with CEQA Guidelines Section 15132. This Comments and Responses document contains the following: (1) a list of persons, organizations, and public agencies commenting on the Draft EIR; (2) copies of comments received on the Draft EIR; (3) responses of the San Francisco Planning Department to those comments; and (4) revisions to the Draft EIR to clarify or correct information in the Draft EIR. See Section 9.3, below, for a description of the overall contents and organization of Draft EIR and Comments and Responses document.

The Final EIR has been prepared in compliance with CEQA, including the CEQA Guidelines (Title 14, California Code of Regulations, Chapter 3, Guidelines for Implementation of the California Environmental Quality Act), and Chapter 31 of the San Francisco Administrative Code. It is an informational document for use by (1) governmental agencies (other than the CCSF) and the public to aid in the planning and decision-making process by disclosing the physical environmental effects of the projects and identifying possible ways of reducing or avoiding their potentially significant impacts; and (2) the CCSF and the Port prior to a decision to approve, disapprove, or modify the proposed AC34 and Cruise Terminal projects. If the CCSF and Port approve the proposed projects, they will be required to adopt CEQA findings and the Mitigation Monitoring and Reporting Program (MMRP) to ensure that mitigation measures

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<sup>1</sup> State Clearinghouse No. 2011022040 and San Francisco Planning Department Case No. 2010.0493E

identified in the Final EIR will be implemented. See Section 9.2, below, for further description of the environmental review process.

This document is written to comply with the requirements of CEQA. Consistent with CEQA, responses to comments are focused on providing clarification to the descriptions of the proposed projects and addressing physical environmental issues associated with the proposed projects (i.e., physical impacts or changes attributable to the projects rather than social or financial implications of the projects). Therefore, to the extent that some of the comments received during the public review period are relevant neither to the proposed projects nor to their physical environmental effects, this document provides limited responses to those comments.

## **9.2 Environmental Review Process**

### **9.2.1 Notice of Preparation and Public Scoping**

As described in the Draft EIR, the San Francisco Planning Department sent a Notice of Preparation (NOP) to governmental agencies and organizations and persons interested in the proposed projects on February 9, 2011 (see Appendix NOP in the Draft EIR). During a 30-day public scoping period that ended on March 11, 2011, the Planning Department accepted comments from agencies and interested parties identifying environmental issues that should be addressed in the EIR. The comment letters received in response to the NOP are available for review at the San Francisco Planning Department as part of Case File No. 2010.0493E. The Planning Department has considered the comments made by the public and agencies in preparing the EIR on the proposed projects.

Two public scoping meetings were held (on February 23, 2011 at San Francisco City Hall, and on February 24, 2011 at the Port of San Francisco offices) to receive oral comments on the scope of the EIR. In addition, an interagency scoping meeting was held on March 3, 2011 at the San Francisco Planning Department; this meeting was attended by staff from the United States Army Corps of Engineers, the United States Environmental Protection Agency, the National Park Service (including the Golden Gate National Recreation Area and the San Francisco Maritime National Historical Park), the Regional Water Quality Control Board–San Francisco Bay Region, the San Francisco Bay Conservation and Development Commission, the State Office of Historic Preservation, and the California Department of Parks and Recreation.

### **9.2.2 Draft EIR Public Review**

The Draft EIR on the AC34 and Cruise Terminal projects was published on July 11, 2011 and circulated to local, state, and federal agencies and to interested organizations and individuals for a 45-day public review period from July 11 through August 25, 2011. Paper copies of the Draft EIR were made available for public review at the following locations: (1) San Francisco Planning Department, 1660 Mission Street, 1st Floor, Planning Information Counter, San Francisco, California; (2) San Francisco Main Library, 100 Larkin Street, San Francisco, California; and (3) Port of San Francisco, Pier 1, The Embarcadero (at Washington Street), San Francisco,

California.<sup>2</sup> On July 11, 2011, the Planning Department also distributed notices of availability of the Draft EIR, published notification of its availability in a newspaper of general circulation in San Francisco, and posted notices at the multiple project sites. The distribution list for the Draft EIR as well as all documents referenced in the EIR were also available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, San Francisco, CA 94103.

During the 45-day public review period, the San Francisco Planning Department conducted a public hearing to receive oral comments on the Draft EIR. The public hearing was held before the San Francisco Planning Commission on August 11, 2011 at San Francisco City Hall.<sup>3</sup> A court reporter present at the public hearing transcribed the oral comments verbatim and prepared written transcripts. (See Appendix PH of this Comments and Responses document for copies of the public hearing transcripts.) During the Draft EIR public review period, the Planning Department received comments from approximately 34 public agencies, 41 non-governmental organizations, and 115 individuals. In addition, about 300 persons submitted the same comments in an email form letter. (See Chapter 10 for a complete list of persons commenting on the Draft EIR.)

### 9.2.3 Comments and Responses Document and Final EIR

The San Francisco Planning Department distributed this Comments and Responses document for review to the San Francisco Planning Commission as well as to the agencies, organizations, and persons who commented on the Draft EIR. The Planning Commission will hold a public hearing to consider the adequacy of the Final EIR – consisting of the Draft EIR and the Comments and Responses document – in complying with the requirements of CEQA. If the Planning Commission finds that the Final EIR complies with CEQA requirements, it will certify the Final EIR.

Following certification of the Final EIR, the CCSF and Port will review and consider the certified Final EIR and the associated MMRP before making a decision and taking an approval action on the proposed projects. Consistent with CEQA Guidelines Section 15097, the MMRP is a program designed to ensure that the mitigation measures identified in the Final EIR and adopted by decision-makers to mitigate or avoid the projects' significant environmental effects are implemented. CEQA also requires the adoption of findings prior to approval of a project for which a certified EIR identifies significant environmental effects (CEQA Guidelines Sections 15091 and 15092). If the EIR identifies significant adverse impacts that cannot be mitigated to less-than-significant levels, the findings must include a statement of overriding considerations for those impacts (CEQA Guidelines Section 15093[b]) if the project is approved. The project sponsors (the Board of Supervisors on behalf of the CCSF for the AC34 project and the Port for the Cruise Terminal project) will be required to adopt CEQA findings and the MMRP as conditions of project approval actions.

<sup>2</sup> Electronic copies of the EIR could be accessed through the internet at the following address: <http://tinyurl.com/sfceqadocs>.

<sup>3</sup> In addition, a public hearing was held on August 3, 2011 before the San Francisco Historic Preservation Commission to assist this commission in providing its comments on the Draft EIR; this was not a public hearing on the Draft EIR itself. Comments presented at this hearing relevant to the Draft EIR are contained in the comment letter from this commission.

## 9.3 Document Organization

This Comments and Responses document is organized to complement the Draft EIR and follows the sequential numbering of chapters in the Draft EIR. The Draft EIR consists of Chapters 1 through 8 as follows:

- **Chapter 1, Summary.** This chapter summarizes the EIR and includes a table of impacts and mitigation measures.
- **Chapter 2, Introduction.** This chapter describes the environmental review process.
- **Chapter 3, Project Descriptions.** This chapter discusses the objectives of each project, provides background data on the project location, describes the operational and physical characteristics of the projects, and identifies required project approvals.
- **Chapter 4, Plans and Policies.** This chapter provides a summary of the applicable plans, policies, and regulations of the City and County of San Francisco and regional, state, and federal agencies that have policy and regulatory control over the project sites and discusses the proposed projects' consistency with those plans, policies, and regulations.
- **Chapter 5, Environmental Setting, Impacts and Mitigation Measures.** This chapter describes the projects' existing setting and environmental impacts with respect to 18 environmental resource areas, and under each resource areas, the AC34 and Cruise Terminal projects are addressed separately. The sub-sections in this chapter are as follows:

5.1	Impact Overview	5.11	Recreation
5.2	Land Use	5.12	Utilities and Service Systems
5.3	Aesthetics	5.13	Public Services
5.4	Population and Housing	5.14	Biological Resources
5.5	Cultural and Paleontological Resources	5.15	Geology and Soils
5.6	Transportation and Circulation	5.16	Hydrology and Water Quality
5.7	Noise and Vibration	5.17	Hazards and Hazardous Materials
5.8	Air Quality	5.18	Mineral and Energy Resources
5.9	Greenhouse Gas Emissions	5.19	Agriculture and Forest Resources
5.10	Wind and Shadow		

- **Chapter 6, Other CEQA Considerations.** This chapter addresses any growth inducement that would result from the proposed projects, reiterates the significant environmental effects of the projects that cannot be mitigated to less-than-significant levels, describes significant irreversible changes that would result if the projects are implemented, and discusses secondary/indirect effects of the projects.
- **Chapter 7, Alternatives.** This chapter presents and evaluates alternatives to the proposed projects that could feasibly attain most of the projects' objectives as well as reduce identified significant adverse impacts of the projects.
- **Chapter 8, EIR Authors and Consultants.** This chapter identifies the EIR authors and consultants; project sponsors and consultants; and agencies and persons consulted.
- **Appendices.** The appendices include the Notice of Preparation and supporting information for the EIR.



This Comments and Responses document consists of Chapters 9 through 13 plus supplemental appendices, as follows:

- **Chapter 9, Introduction to Comments and Responses.** This chapter describes the purpose of the Comments and Responses document, the environmental review process, and the organization of this document.
- **Chapter 10, List of Persons Commenting.** This chapter describes the coding and organization of comments and lists the persons and organizations that submitted comments on the Draft EIR.
- **Chapter 11, Project Updates and New Project Variants.** This chapter describes a number of project updates, revisions and/or refinements that have evolved for the AC34 and Cruise Terminal projects since publication of the Draft EIR. This new information is presented in two primary categories: (1) Project Updates and (2) New Project Variants. The Project Updates consists of new information made available that updates or supplements certain aspects of the environmental setting or description of AC34 and Cruise Terminal project components or that augments or replaces certain project information or environmental analysis previously presented in the Draft EIR. The New Project Variants (referred to as the AC34 Project Variant and the Cruise Terminal Project Variant) incorporate a number of design, construction or operational refinements for the respective projects compared to the projects as described and analyzed in the Draft EIR. This chapter addresses all potential environmental impacts associated with the Project Updates and New Project Variants and discusses how the environmental impacts and mitigation measures are not substantially different from those identified for the Draft EIR project.
- **Chapter 12, Responses to Comments.** This chapter presents a summary of comments received on the Draft EIR together with responses to those comments. The comments and responses in this chapter are organized by topic, including all of the same environmental topics addressed in Chapter 5 of the EIR, and are generally presented in the same order of topics as presented in the Draft EIR. Similar comments on the same topic received from multiple commenters are grouped together and a single response is provided. The comment summaries in this chapter are cross-referenced to the complete text of the comments by a comment code. The complete comments are included in the appendices to this document. The sub-sections in this chapter are as follows:

12.1 Organization of Responses to Comments	12.15 Wind and Shadow
12.2 General Comments	12.16 Recreation
12.3 Introduction	12.17 Utilities and Service Systems
12.4 Project Description	12.18 Public Services
12.5 Plans and Policies	12.19 Biological Resources, Upland
12.6 Impact Overview	12.20 Biological Resources, Marine
12.7 Land Use	12.21 Geology and Soils
12.8 Aesthetics	12.22 Hydrology and Water Quality
12.9 Population and Housing	12.23 Hazards and Hazardous Materials
12.10 Cultural and Paleontological Resources	12.24 Mineral and Energy Resources
12.11 Transportation and Circulation	12.25 Agriculture and Forest Resources
12.12 Noise and Vibration	12.26 Other CEQA Issues
12.13 Air Quality	12.27 Alternatives
12.14 Greenhouse Gas Emissions	

- **Chapter 13, Draft EIR Revisions.** This chapter presents changes and revisions to the Draft EIR. The Planning Department has made changes and revisions to the Draft EIR either in response to comments received on the Draft EIR or at the staff's discretion. In either case, changes are provided to clarify or correct content in the Draft EIR or to add information received after the release of the Draft EIR. The chapter indicates whether a change was made in response to comments or was staff-initiated. None of the changes and revisions in Chapter 13 substantially affects the analysis or conclusions presented in the Draft EIR.
- **Comments and Responses Appendices.** The appendices include full copies of the written comments received on the Draft EIR (Appendix COM, Comment Letters and Emails) and transcripts of the public hearing on the Draft EIR (Appendix PH, Public Hearing Transcripts). These appendices also show, in the margin of each letter or transcript, the bracketing, comment code used to identify comments, and topic code used to identify the corresponding responses. Additional supporting technical appendices are also provided to supplement the appendices in the Draft EIR and to support the responses to comments.

## CHAPTER 10

# List of Persons Commenting

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This Comments and Responses document is organized to respond to all comments received on the Draft EIR, including all written comments submitted either by letter, fax, or email and all oral comments presented at the public hearing. This chapter lists all persons who submitted comments on the Draft EIR. Commenters are grouped according to whether they represent a public agency or non-governmental organization or commented as individuals. Public agencies, non-governmental organizations, and individuals that submitted written or oral comments on the Draft EIR during the public comment period are listed in **Tables 10-1, 10-2, and 10-3**, respectively. **Table 10-4** lists individuals who submitted form letters rather than distinct letters.<sup>1</sup> The complete set of written and oral comments received on the Draft EIR is provided in Appendix COM, Comment Letters and Emails, and Appendix PH, Public Hearing Transcripts.

To facilitate the preparation of responses, this document assigns a commenter code to each comment letter, email, comment card, and public hearing transcript based on the name of the agency, organization, or individual submitting the comment. Comments submitted by mail, email, facsimile, comment card, or orally at the public hearing (as transcribed in the official public hearing transcript) are all coded and numbered the same way. The commenter code begins with a prefix indicating whether the commenter is from a public agency (A) or non-governmental organization (O) or is an individual (I), and is followed by a hyphen and the acronym of the agency or organization, or the individual's last name. The coding assigned to each commenter is included in the lists of commenters, below. Within each category, commenters are listed in alphabetical order by code. Individual comments on separate topics from each commenter are bracketed and numbered sequentially; the bracketed comments and corresponding comment codes are shown in the margins of the comments in Appendices COM and PH. There is a unique comment code for each individual comment.

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<sup>1</sup> Additional commenters sent form letters after the August 25, 2011, closure of the public review period. The content of these form letters was identical to the content of those already received. Therefore, these comments are addressed in the responses to comments in the form letter, and additional commenters are not listed.

**TABLE 10-1**  
**PUBLIC AGENCIES COMMENTING ON THE DRAFT EIR**

<b>Commenter Code</b>	<b>Name of Person and Agency Submitting Comments</b>	<b>Comment Format</b>	<b>Comment Date</b>
<b><i>Federal</i></b>			
A-NPS1	Mike Savidge, National Park Service	Transcript	08/11/2011
A-NPS2	Frank Dean, General Superintendent, National Park Service	Letter	08/25/2011
A-Presidio	Craig Middleton, Executive Director, Presidio Trust	Letter	08/25/2011
A-USDI	Patricia Sanderson Port, Regional Environmental Officer, United States Department of the Interior	Letter	08/24/2011
<b><i>State</i></b>			
A-BCDC	Ming Yeung, Coastal Planning Analyst, <i>et al.</i> , San Francisco Bay Conservation and Development Commission	Letter	08/25/2011
A-Caltrans	Gary Arnold, District Branch Chief, California Department of Transportation	Letter	08/25/2011
A-CDFG	Marija Vojkovich, Regional Manager, Marine Region, California Department of Fish and Game	Letter	09/06/2011
A-CDPR	Amy Brees, Angel Island Superintendent, <i>et al.</i> , California Department of Parks and Recreation	Letter	08/22/2011
A-CSLC1	Cy R. Oggins, Chief, Division of Environmental Planning and Management, California State Lands Commission	Letter	08/25/2011
A-CSLC2	Lynn Takata, Marine Invasive Species Program Manager, California State Lands Commission	Letter	08/25/2011
A-DBW	Vivian Matuk, Environmental Boating Program Coordinator, Department of Boating and Waterways and California Coastal Commission	Letter	08/25/2011
A-DTSC	Denise Tsuji, Unit Chief, Northern California–Coastal Cleanup, California Department of Toxic Substances Control	Letter	08/25/2011
A-OPR	Scott Morgan, Director, Office of Planning and Research, State Clearinghouse	Letter	08/25/2011
A-RWQCB	Bruce Wolfe, Executive Officer, California Regional Water Quality Control Board, San Francisco Bay	Letter	08/19/2011
<b><i>Regional/Local</i></b>			
A-ABAG	Laura Thompson, Bay Trail Project Manager, Association of Bay Area Governments	Letter	08/25/2011
A-ACTransit	Cory LaVigne, Director of Service Development and Planning, Alameda-Contra Costa Transit District	Letter	08/25/2011
A-BAAQMD	Jean Roggenkamp, Deputy Air Pollution Control Officer, Bay Area Air Quality Management District	Letter	09/01/2011
A-Belvedere	Pierce Macdonald, Planning Manager, City of Belvedere	Letter	08/24/2011
A-GGBHTD	Ron Downing, Director of Planning, Golden Gate Bridge Highway & Transportation District	Letter	08/23/2011
A-MBOS	Kathrin Sears, Supervisor, Southern Marin, Marin County Board of Supervisors	Letter	08/25/2011
A-MCCDA	Rachel Warner, Interim Environmental Coordinator, Marin County Community Development Agency	Letter	08/25/2011

**TABLE 10-1 (Continued)**  
**PUBLIC AGENCIES COMMENTING ON THE DRAFT EIR**

<b>Commenter Code</b>	<b>Name of Person and Agency Submitting Comments</b>	<b>Comment Format</b>	<b>Comment Date</b>
<i>Regional/Local (cont.)</i>			
A-PortOak	Richard Sinkoff, Director, Environmental Programs and Planning Division, Port of Oakland	Letter	08/24/2011
A-RBRA	Ben Berto, RBRA Clerk, and Bill Price, RBRA Harbor Administrator, Richardson's Bay Regional Agency	Letter	08/19/2011
A-Sausalito	Herb Weiner, Mayor, City of Sausalito	Letter	08/25/2011
A-SFCTA	Michael Schwartz, Transportation Planner, San Francisco County Transportation Authority	Email	08/25/2011
A-SFHPC	Courtney Damkroger, Vice President, San Francisco Historic Preservation Commission	Letter	08/26/2011
A-SFPC-Anto	Michael Antonini, San Francisco Planning Commission	Transcript	08/11/2011
A-SFPC-Fong	Rodney Fong, San Francisco Planning Commission	Transcript	08/11/2011
A-SFPC-Mig	Ron Miguel, San Francisco Planning Commission	Transcript	08/11/2011
A-SFPC-Moore	Kathrin Moore, San Francisco Planning Commission	Transcript	08/11/2011
A-SFPC-Olag	Christina Olague, San Francisco Planning Commission	Transcript	08/11/2011
A-SFPC-Sug	Hisashi Sugaya, San Francisco Planning Commission	Transcript	08/11/2011
A-SFRA	Stanley Muraoka, Environmental Review Officer, San Francisco Redevelopment Agency	Letter	08/24/2011
A-Tiburon	Daniel M. Watrous, Planning Manager, Town of Tiburon	Letter	08/24/2011

SOURCE: ESA, 2011

**TABLE 10-2**  
**NON-GOVERNMENTAL ORGANIZATIONS COMMENTING ON THE DRAFT EIR**

<b>Commenter Code</b>	<b>Name of Person and Organization Submitting Comments</b>	<b>Comment Format</b>	<b>Comment Date</b>
O-ACEC	Jennifer Clary, <i>et al.</i> , America's Cup Environmental Council	Letter	08/25/2011
O-Arc Eco1	Saul Bloom, Executive Director & CEO, Arc Ecology	Transcript	08/11/2011
O-Arc Eco2	Saul Bloom, Executive Director & CEO, Arc Ecology	Letter	08/25/2011
O-Baykeeper	Deb Self, Executive Director, San Francisco Baykeeper	Transcript	08/11/2011
O-CCDC	Deland Chan, Senior Planner, Chinatown Community Development Center	Email	08/23/2011
O-CFDG	Martha Walters, Chair, Crissy Field Dog Group	Email	08/25/2011
O-CNPS	Libby Lucas, California Native Plant Society	Email	08/25/2011
O-CPCFC	Jacob E. Perea, <i>et al.</i> , Community Partners of the Crissy Field Center	Letter	08/25/2011
O-Dolphin1	Reuben Hechanova, President, <i>et al.</i> , Dolphin Swimming and Boating Club	Transcript	08/11/2011
O-Dolphin2	Ken Coren, Vice President, Dolphin Swimming and Boating Club	Transcript	08/11/2011
O-Dolphin3	Reuben Hechanova, President, <i>et al.</i> , Dolphin Swimming and Boating Club	Email	08/25/2011
O-EOP	Zane O. Gresham, Morrison & Foerster LLP, representing Equity Office Partners	Letter	08/25/2011
O-Explor	Jeff Hamilton, Director of Government Relations, Exploratorium	Email	08/25/2011
O-Ferry Bldg	Jane Connors, Senior Property Manager, Ferry Building, San Francisco	Transcript	08/11/2011
O-FMC	Pat S. Kilduff, Director of Community Partnerships and Marketing, Fort Mason Center	Letter	08/25/2011
O-FOTE	Barbara Salzman, Chair, Friends of the Estuary	Letter	08/24/2011
O-FWCBD1	Kevin Carroll, Executive Director, Fisherman's Wharf Community Benefit District	Transcript	08/11/2011
O-FWCBD2	Kevin Carroll, Executive Director, Fisherman's Wharf Community Benefit District	Letter	08/25/2011
O-GGAS1	Mike Lynes, Conservation Director, Golden Gate Audubon Society	Transcript	08/11/2011
O-GGAS2	Mike Lynes, Conservation Director, Golden Gate Audubon Society	Letter	08/25/2011
O-GGNPC1	Doug Overman, Deputy Director, Golden Gate National Parks Conservancy	Transcript	08/11/2011
O-GGNPC2	Lynn Wendell, Co-Vice Chair, <i>et al.</i> , Golden Gate National Parks Conservancy	Letter	08/25/2011
O-MAS	Phil Peterson, Co-Chair, <i>et al.</i> , Marin Audubon Society	Letter	08/25/2011
O-MCL	Susan Stompe, President, Marin Conservation League	Letter	08/25/2011
O-NPC	Meredith Thomas, Executive Director, Neighborhood Parks Council	Letter	08/25/2011

**TABLE 10-2 (Continued)**  
**NON-GOVERNMENTAL ORGANIZATIONS COMMENTING ON THE DRAFT EIR**

<b>Commenter Code</b>	<b>Name of Person and Organization Submitting Comments</b>	<b>Comment Format</b>	<b>Comment Date</b>
O-NRDC	Leila Moore, Staff Attorney, <i>et al.</i> , National Resources Defense Council	Letter	08/25/2011
O-OHPROA	Mary Ellen Davis, Board of Directors President, One Hills Plaza Residential Owners Association	Letter	08/25/2011
O-PSCF	Walter J. Haas, <i>et al.</i> , Philanthropies in Support of Crissy Field	Letter	08/25/2011
O-RBACS	Brooke Langston, Center Director, Richardson Bay Audubon Center & Sanctuary	Letter	08/25/2011
O-RDCE1	Dennis G. MacKenzie, Round the Diamond Consulting and Education	Transcript	08/11/2011
O-RDCE2	Dennis G. MacKenzie, Round the Diamond Consulting and Education	Letter	08/22/2011
O-SERC	Kimberly Ross, Vice-President, South End Rowing Club	Transcript	08/11/2011
O-SFAH	Mike Buhler, Executive Director, San Francisco Architectural Heritage	Letter	08/25/2011
O-SFBA	William Robberson, President, San Francisco Boardsailing Association	Letter	08/15/2011
O-SFBC	Andy Thornley, Policy Director, San Francisco Bicycle Coalition	Letter	08/25/2011
O-SFBT	Maureen Gaffney, Bay Trail Planner, San Francisco Bay Trail	Letter	08/25/2011
O-SFT	Jennifer Clary, President, San Francisco Tomorrow	Transcript	08/11/2011
O-SFTRU	Peter Strauss, San Francisco Transit Riders Union	Transcript	08/11/2011
O-STB	David Lewis, Executive Director, Save the Bay	Letter	08/25/2011
O-THD	Nancy Shanahan, Telegraph Hill Dwellers	Transcript	08/11/2011
O-TIRN1	Teri Shore, Program Director, Turtle Island Restoration Network	Transcript	08/11/2011
O-TIRN2	Teri Shore, Program Director, Turtle Island Restoration Network	Letter	08/17/2011
O-WFA	Justin Allamano, Waterfront for All	Letter	08/24/2011
O-WW	Thomas Lippe, Lippe Gaffney Wagner LLP, representing Waterfront Watch	Letter	08/25/2011

SOURCE: ESA, 2011

**TABLE 10-3**  
**INDIVIDUALS COMMENTING ON THE DRAFT EIR**

<b>Commenter Code</b>	<b>Name of Individual Submitting Comments</b>	<b>Comment Format</b>	<b>Comment Date</b>
I-Aldrich	Aldrich, Linda	Email	08/22/2011
I-Anderson	Anderson, Jeff	Transcript	08/11/2011
I-Apicella	Apicella, Chris	Email	08/18/2011
I-Bankston	Bankston, Mary	Email	08/25/2011
I-Bauman	Bauman, Buffy	Transcript	08/11/2011
I-Bement	Bement, Reed	Letter	08/25/2011
I-Bizzari	Bizzari, Maurice	Email	08/25/2011
I-Blum	Blum, Jan	Transcript	08/11/2011
I-Boken	Boken, Eileen	Email	08/18/2011
I-Brown	Brown, Kathan	Email	09/02/2011
I-Bump	Bump, Cathy	Transcript	08/11/2011
I-Burdulis	Burdulis, Albert	Email	08/24/2011
I-Burnett	Burnett, David	Email	08/15/2011
I-Calhoun	Calhoun, Charles	Email	08/23/2011
I-Callan	Callan, Mary	Email	08/25/2011
I-Charvat	Charvat, Jan	Email	08/26/2011
I-Chiao	Chiao, Ted and Betsy	Email	08/23/2011
I-Chinn	Chinn, Carol	Email	08/25/2011
I-Coleman	Coleman, Kate	Transcript	08/11/2011
I-Cookston	Cookston, Steve	Email	08/25/2011
I-CooperA	Cooper, Allen	Email	08/30/2011
I-CooperR	Cooper, Reed	Email	08/22/2011
I-Cortis	Cortis, Susan and Jack	Email	08/28/2011
I-CostalesB	Costales, Bryan	Email	08/22/2011
I-CostalesT	Costales, Terry	Email	08/22/2011
I-Cronbach	Cronbach, Michael and Elizabeth	Email	08/25/2011
I-Czelusta	Czelusta, Jesse	Transcript	08/11/2011
I-Dandillaya	Dandillaya, Shoba	Email	08/25/2011
I-Digdigan	Digdigan, Yuhum	Email	08/25/2011
I-Elliot	Elliot, Ann	Email	08/23/2011
I-Erickson	Erickson, Ronald L. and Diana Lynn	Email	08/24/2011
I-Faber	Faber, Anthony	Email	08/24/2011
I-Ferguson1	Ferguson, Sam	Transcript	08/11/2011
I-Ferguson2	Ferguson, Sam	Email	08/25/2011
I-Francis	Francis, Julia and John	Email	08/25/2011
I-Frantz	Frantz, Paul	Email	08/24/2011



**TABLE 10-3 (Continued)**  
**INDIVIDUALS COMMENTING ON THE DRAFT EIR**

<b>Commenter Code</b>	<b>Name of Individual Submitting Comments</b>	<b>Comment Format</b>	<b>Comment Date</b>
I-Gilbert	Gilbert, Brian	Transcript	08/11/2011
I-Graetz	Graetz, John and Ana Suarez	Email	08/22/2011
I-Gross	Gross, Stuart (representing various parties)	Letter	08/25/2011
I-Gusev	Gusev, Andrey	Email	08/25/2011
I-Hafer	Hafer, Statia	Email	08/25/2011
I-Hammack	Hammack, Lee	Transcript	08/11/2011
I-Hammer	Hammer, Lawrence D.	Email	08/25/2011
I-Hanft	Hanft, John	Email	08/22/2011
I-Harrison	Harrison, Donald	Transcript	08/11/2011
I-Hatch	Hatch, Charlotte and Jim	Email	08/22/2011
I-Hoppe	Hoppe, Ted	Email	08/24/2011
I-Horn	Horn, Libbie	Email	07/14/2011
I-Howell	Howell, Keith	Transcript	08/11/2011
I-Illick1	Illick, Joe	Transcript	08/11/2011
I-Illick2	Illick, Joe	Letter	08/09/2011
I-Innocentin	Innocentin, Robert	Email	08/25/2011
I-Intrator	Intrator, Joan	Letter	08/18/2011
I-Joe	Joe, Linda	Email	08/25/2011
I-Johnson	Johnson, Katina	Email	08/24/2011
I-Kealey	Kealey, Maura	Letter	08/23/2011
I-Krautner	Krautner, Sally	Email	08/25/2011
I-Krolik	Krolik, Steven	Transcript	08/11/2011
I-Lauder-Walker	Lauder-Walker, David	Email	08/24/2011
I-Lauder	Lauder, Arthur	Email	08/24/2011
I-Lee	Lee, Felicia	Email	08/24/2011
I-Leighton	Leighton, Ralph	Email	08/24/2011
I-Litwin	Litwin, Joshua	Letter	08/22/2011
I-Marchesani	Marchesani, Cynthia	Email	08/24/2011
I-McGreevy	McGreevy, Michael	Email	08/22/2011
I-McHenry	McHenry, Andrea	Letter	08/11/2011
I-McKennaB	McKenna, Brendan	Email	07/18/2011
I-McKennaJ	McKenna, Jeffrey	Email	08/24/2011
I-Moore	Moore, John Patrick	Email	08/24/2011
I-Nardil	Nardil, Robert	Email	08/24/2011
I-Newton	Newton, Scott	Email	08/22/2011
I-O'Mahoney	O'Mahoney, Andrew	Transcript	08/11/2011

**TABLE 10-3 (Continued)**  
**INDIVIDUALS COMMENTING ON THE DRAFT EIR**

<b>Commenter Code</b>	<b>Name of Individual Submitting Comments</b>	<b>Comment Format</b>	<b>Comment Date</b>
I-Ortiz	Ortiz, Giorgia	Email	08/25/2011
I-Osborne	Osborne, Daniel	Transcript	08/11/2011
I-Osumi	Osumi, Shirley	Letter	08/22/2011
I-Owen	Owen, Duncan	Email	08/27/2011
I-Parsons	Parsons, J	Email	08/25/2011
I-Paul	Paul, Brad	Letter	08/25/2011
I-Pendergast	Pendergast, William	E-mail	08/14/2011
I-Pfeifer	Pfeifer, Linda	Email	08/25/2011
I-Platt	Platt, G. Bland	Letter	08/25/2011
I-Powning	Powning, Bill	Transcript	08/11/2011
I-Purves	Purves, Caroline	Email	08/24/2011
I-Quarles	Quarles, Rich	Email	08/19/2011
I-Reece	Reece, James	Email	08/22/2011
I-Rhodes	Rhodes, John	Letter	08/23/2011
I-Riley	Riley, Michael	Email	08/25/2011
I-Roberts	Roberts, Katherine McKee	Email	08/23/2011
I-Robin	Robin, George	Transcript	08/11/2011
I-Rome	Rome, Robin	Transcript	08/11/2011
I-Rosas	Rosas, John Tommy	Email	7/11/11
I-Rose1	Rose, Polly	Transcript	08/11/2011
I-Rose2	Rose, Polly	Letter	08/11/2011
I-Rossi	Rossi, James	Email	08/25/2011
I-Rynski	Rynski, Rob	Email	08/22/2011
I-Sasaki	Sasaki, Anne	Email	07/15/2011
I-Scholz	Scholz, Sibylle	Email	07/14/2011
I-Schweisguth	Schweisguth, Dave	Email	08/22/2011
I-Sebastian	Sebastian, Pamela	Email	08/23/2011
I-Seely	Seely, James	Email	08/16/2011
I-Shey	Shey, Kevin	Email	08/23/2011
I-Sizemore	Sizemore, Laurie	Email	08/25/2011
I-St. Thomas	St. Thomas, Ellen	Email	08/23/2011
I-Starkman	Starkman, Ellen	Email	08/22/2011
I-Strassner	Strassner, Howard	Letter	08/24/2011
I-TaylorJ	Taylor, Joseph	Email	08/22/2011
I-TaylorK	Taylor, Karen	Email	08/23/2011
I-Thompson	Thompson, Lawrence	Email	09/02/2011

**TABLE 10-3 (Continued)**  
**INDIVIDUALS COMMENTING ON THE DRAFT EIR**

<b>Commenter Code</b>	<b>Name of Individual Submitting Comments</b>	<b>Comment Format</b>	<b>Comment Date</b>
I-Tow	Tow, Lois	Email	08/25/2011
I-Vaidya	Vaidya, Ash	Email	08/25/2011
I-Wade	Wade, Isabel	Email	08/24/2011
I-Walker	Walker, Erik	Email	08/22/2011
I-Walton1	Walton, Diane	Transcript	08/11/2011
I-Walton2	Walton, Diane	Letter	08/11/2011
I-Wang	Wang, Susan	Email	08/23/2011
I-Wertz	Wertz, Louis	Email	08/22/2011
I-Whitaker	Whitaker, Jamie	Email	08/24/2011
I-Witcoff	Witcoff, Lauren	Email	08/25/2011
I-Wittman	Wittman, Colleen	Email	08/25/2011

SOURCE: ESA, 2011

**TABLE 10-4**  
**INDIVIDUALS COMMENTING ON THE DRAFT EIR USING AN EMAIL FORM LETTER**

Names of Individuals Submitting the Same Email Form Letter Comments			
Adams, Julie	Castellana, Deb	Evans, Dinda	Herrero, Martha
Adams, Margaret	Champe, Christine	Evans, Michael W.	Hi, S.
Alexander, Susan	Chaney, Beth	Falzone, Dominick	Hill, Frank
Alexander, Thomas	Chapek, S.	Farkas, Nolan	Hodges, Suzanne
Allen, Michael	Cheeseman, Jean	Farkas, Sandra	Hodgskinson, Anne
Anderson, Raja	Chitwood, Julia	Filipelli, Deborah	Hoeschler, Rebecca
Anshin, Judith	Chung, Albert	Finley, Mary Lou	Hoff, Marla
Arteaga, Siria	Clipka, Mike	Fontaine, Christine	Hoffman, T.A.
Ausman, Emma	Collier, Lucy	Foster, Holly	Holmes, Christine
Babst, Christina	Collins, Gerry	Garcia, Jeffery	Holzberg, Steve
Baca, Joan	Conroy, Thomas	Gaya, Cynthia	Hyde, Kathryn
Bailey, Brenda	Contuchio, Jenna	George, Barbara	Hydeman, Jinx
Bakker, Sara	Cook, Judy	Gloe, Janice	Jackson, Alicia
Barnett, Joseph	Cook, Lizette	Gottesman, Judith	Johnson, Nicole
Becker, Carol	Corona, Michael	Grantz, Arthur	Johnston, Michelle
Bender, Erica	Cote, John	Grassle, Linda	Kegler, Lori
Benjamin, Corey	Crane, Mark	Green, Amy	Kelly, Jennifer
Berg, Ricardo U.	Cullen, Rick	Greenwalk, Ken	Kenan, Eden
Bier, Aline	Cuviello, Pat	Grinnell, Joseph	King, Susan
Bjorklund, Patricia	Dalal, Namita	Gurevich, Valerya	Kingett, Kathie
Black, Angela	Davenport, Helen	Hammermeister, Lisa	Kotka, Keith
Black, Linda	De Marjian, Carolyn	Hansell, Judith	Krupinski, K.
Blair, Kate	DeBenick, Candice	Hardy, Dian	Kuticka, Sheri
Bostock, Vic	Denton, Jill	Harper, Rebecca	Landes, Llyana
Bowman, Candy	Domingo, Kristen	Harris, John	Landman, Lucia
Bowman, Jason	Dora, Jessica	Harris, Kathy	Lauder, Leona
Brewer, Laurel	Downing, Karen	Hayden, Bente	Lavoie, Danae
Brower, Daniel	Drum, Meredith	Head, Susan	LeBlanc, Candy
Buchanan, Scott	Drummond, Anna	Heidt, Lin	LeClair, S.
Burgess, Melinda	Duhl, Judith	Hein, Claudia	LeDent, Jamie
Burns, Kanani	Duncan, Donna	Henley, Charlene	Lerner, B.
Carlson, Patricial	Dykstra, Sarah	Henson, Debbie	Lerner, MichaelEric
Carmen Gomez, Mary	Eckstein, Harriet	Hernandez, Chelsea	Leshner, Therese
Carter, Michelle	Elbert, Amy	Herold, Ana	Lewis, Cheryl
Lewis, Donna	Morris, Ray	Riehard, Dale	Taunt, Tammy
Licu, Sara	Moser, Roch	Riley, Callie	Taveen, John
Lobel, Colleen	Mugglestone, Lindsay	Rios, Jen	Taylor, Allison
Loperena, Lindsey	Mundy, Kenneth	Roche, Pauline	Taylor, Lee Ann
Lorenzo, Gloria	Murphy, Betty	Rodin, Nick	Teeler, Dede
Loud, Rachel	Murti, Vasu	Rodriguez, Carmen	Terell, Terry
Lower, Carol	Murty, Catherine	Rondanini, Ron	Thayer, Jeff

**TABLE 10-4 (Continued)**  
**INDIVIDUALS COMMENTING ON THE DRAFT EIR USING AN EMAIL FORM LETTER**

Names of Individuals Submitting the Same Email Form Letter Comments			
Lucey, Dennis	Myers, Mary	Royer, Noelle	Thronsdon, Jan
Lyerly, Linda Joy	Nealon, Sandra	Salazar, Joe	Tokay, Hale
Lysaght, Stephen	Neuhauser, Alice	Sammayee, Lewis	Toplin, Jami
Maing, Michelle	Norton, Kathey	Sanders, Sandra	Turek, Gabriella
Malmuth, Sonja	Novak, Nancy	Santana, Kathryn	Tyler, Jill
Mancilla, Monique	O'Donnell, Joe	Santivong, Richard	Varellas, Barb
Manning, Alexis	O'Hara, Elizabeth	Schestople, Nich	Vega, Elinor
March, Sherry	O'Brien, Catherine	Schmid, Linda	Vesely, Sakura
Mark, Marie	Olsen, Jim	Schwartz, Judy	Vigil, Barbara
Martin, Lara	Olson, Randall	Scott, Pauline	Von Lom, Keaven
Martin, Timothy	Olson, Steve	Seltzer, Rob	Von Ormer, Diana
Martinez, Corrine	Palladine, Michelle	Shapiro, Carol	Waks, Sandy
Martinez, Keiko	Palmer, Michelle	Sheck, Sally	Waters, Michelle
Mascote, N.	Pardess, Yael	Sherman, Debbie	Watts, Susan
Matsuoka, Terry	Parker Stellato, Robert	Sigler, Teri	Weaver, Julia
McCollum, Sudi	Pena, Debra	Silver, Dan	Weir, Rhonda
McKay, Jeff	Peters, Felicia	Siminski, Julian	Weisbrich, Jocelyn
McLamb, Lynette	Phillips, Kimberly	Sinacore, Paul	Weisz, Russell
McNair, Alissa	Pilch, Nick	Singleton, Therese	Willis, Jennifer
Meisenholder, Stephen	Pincetich, Christopher	Slominski, Jeanne	Wise, M'liss
Mendoza Lupe, Richardo	Pocyn, Iam	Smith, Tiffany	Womack, Kristin
Metzger, Kimberly	Pratt, Rachel	Smith, Veronica	Wong, Anthony
Meyer, Twyla	Radziminski, Shelley	Snow, Doug	Wong, Marian
Mimeau, Pat	Rahava, Ron	Soldavini, Shirley	Woodry, Laura
Mills, Christina R	Reback, Mark	Spar, Jon	Young, Pam
Minault, Kent	Redish, Marellen	Stern, Herb	Zahaller, Guy
Mo, Donna	Reinberg, Don	Stewart, Christine	Zalon, Susan
Mone, Kristin	Reiter, Elaine	Strunka, Jason	Zemanek, Bill
Montapert, Anthony	Renton, Kristen	Sullivan, Michael	Zierikzee, R.
Moore, Melinda	Richmond, Lonna	Sumrall, Amber	Zuniga, E.
	Rickun, Robert	Suyehara, Erin	

# CHAPTER 11

## Project Updates and New Project Variants

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### 11.1 Introduction

#### 11.1.1 Purpose of this Chapter

Since publication of the Draft EIR on July 11, 2011, a number of project updates, revisions and/or refinements have evolved for the AC34 and Cruise Terminal projects, and are described herein. Relevant new background and project-specific information has been developed or become available through: the on-going planning, development, and design processes that are underway for both projects; continuing coordination with applicable resource agencies associated with project review and analysis under the California Environmental Quality Act (CEQA), National Environmental Policy Act (NEPA), and permitting processes that are proceeding; and in consideration of substantive concerns raised by the public on the projects during the Draft EIR public review period. The purpose of this chapter is to describe the new information and to compare this new information to the analyses and conclusions presented in the Draft EIR.

#### 11.1.2 Overview of New Information

This chapter presents four categories of new information that have been developed or become available since publication of the Draft EIR: (1) Project Updates, (2) AC34 Project Variant, (3) Cruise Terminal Project Variant, and (4) Reduced Intensity AC34 and Long-Term Development Sub-Alternative.

##### 11.1.2.1 Project Updates Overview

The *Project Updates* consist of new information that updates or supplements certain aspects of the environmental setting or description of AC34 and Cruise Terminal project components or that augments or replaces certain project information, environmental analysis or mitigation measures previously presented in the Draft EIR. Accordingly, where warranted, revisions to the Draft EIR are described in this chapter, and any associated changes required to the Draft EIR text or figures, are also reflected in responses to comments in Chapter 12 and in Draft EIR text revisions in Chapter 13, as appropriate.

The *Project Updates* consist of the following components:

- Updated information on AC34 implementation plans;
- Updated information on proposed AC34 utility improvements;

- Updated geotechnical information for Piers 30-32;
- Updated list and description of project approvals;
- Updates to potential fill removal sites associated with amendments to the BCDC San Francisco Waterfront Special Area Plan (SAP) for the AC34 and Cruise Terminal Projects;
- Updated spectator and support boat estimates for AC34;
- Updated cruise ship assumptions under AC34 and Cruise Terminal project conditions; and
- Updated and augmented air quality analyses and mitigation measures for both the AC34 and Cruise Terminal projects.

### 11.1.2.2 New Project Variants Overview

New project variants of the AC34 and Cruise Terminal projects are developed (herein referred to as the *AC34 Project Variant* and the *Cruise Terminal Project Variant*) that incorporate a number of design, construction or operational refinements for the respective projects compared to the projects as described and analyzed in the Draft EIR (herein referred to as the Draft EIR AC34 project and Draft EIR Cruise Terminal project). All of the new information in the Project Updates would also be incorporated into the new project variants. The new project variants are described and analyzed in their entirety within Chapter 11 (although based extensively on the descriptions and analyses provided in Chapters 3, 4, 5 and 6 of the Draft EIR), and consequently, this information is not presented in Chapter 13 as text and figure revisions to the Draft EIR.

The proposed *AC34 Project Variant* would be the same as the Draft EIR AC34 project in many respects, including all aspects of the long-term development rights assumptions under the Host Agreement. However, the AC34 Project Variant incorporates the following project refinements:

- Certain AC34 operational modifications for the AC34 race events, including AC34 race area and race schedule refinements;
- Certain AC34 project venue design modifications at certain Port facilities, including Pier 80, Piers 30-32, Brannan Street Wharf Open Water Basin (OWB), Pier 26, Pier 28, Rincon Point OWB, Pier 14 North, Pier 9 South, Pier 19, Pier 19½, Pier 23, and Piers 27-29; and at other proposed spectator venues, including Marina Green, Fort Mason and Aquatic Park;
- Certain temporary public access improvements at Port facilities for the AC34 2013 events; and certain permanent post-AC34 event public access improvements on City and Port properties;
- Certain AC34 construction modifications, including extent of construction, and construction methods; and
- Certain changes in proposed amendments to the BCDC SAP for the AC34 project to increase public access and provide for additional public benefits such as fill removal.

The proposed *Cruise Terminal Project Variant* incorporates the following project refinements to the Draft EIR Cruise Terminal project:

- Refined Cruise Terminal and Northeast Wharf Plaza site plan; and

- Certain changes in proposed amendments to the BCDC SAP for the Cruise Terminal project to increase public access.

### 11.1.2.3 AC34 Project Sub-Alternative Overview

An AC34 project sub-alternative is introduced (herein referred to as the *Reduced Intensity AC34 and Long-Term Development Sub-Alternative*) that clarifies and refines the Reduced Intensity AC34 and Long-Term Development Alternative as originally described and analyzed the Draft EIR. This sub-alternative is described and analyzed in its entirety within Chapter 11 (although based extensively on the descriptions and analyses provided in Chapter 7 of the Draft EIR), and consequently, this information is not presented in Chapter 13 as text revisions to the Draft EIR. The sub-alternative would be comprised of the following:

- The same refinements to the AC34 events and facilities as identified in the AC34 Project Variant;
- Defines the reduction in potential long-term development rights to allowing development on certain piers and seawall lot and avoid all development on others; and
- Defines the locations of potential long term marinas.

All of these changes are discussed in more detail in this chapter.

### 11.1.3 CEQA Considerations

This chapter provides detailed descriptions of the Project Updates and New Project Variants describes their relationship to, and any differences with, the information presented in the Draft EIR, and discusses how this new information would affect any prior analyses or conclusions reached in the Draft EIR. In summary, the new information discussed in this chapter would not constitute significant new information or substantially change any conclusions reached in the Draft EIR. CEQA Guidelines Section 15088.5 states that a lead agency is required to recirculate an EIR when significant new information is added to the EIR after public notice is given of the availability of the draft EIR for public review. These guidelines identify the following as “significant new information” requiring recirculation:

- (1) A new significant environmental impact would result from the project or from a new mitigation measure proposed to be implemented.
- (2) A substantial increase in the severity of an environmental impact would result unless mitigation measures are adopted that reduce the impact to a level of insignificance.
- (3) A feasible project alternative or mitigation measure considerably different from others previously analyzed would clearly lessen the environmental impacts of the project, but the project’s proponents decline to adopt it.
- (4) The draft EIR was so fundamentally and basically inadequate and conclusory in nature that meaningful public review and comment were precluded.



The chapter demonstrates that none of the above conditions would apply to the new information presented herein. Rather, the new information added to the EIR in this Comments and Responses document serves to clarify or amplify information from the Draft EIR, or otherwise show minor modifications which in many cases would reduce the severity of impacts identified in the Draft EIR.

### **11.1.4 Organization of this Chapter**

This chapter is organized as follows:

- Section 11.1: Introduction
- Section 11.2: Project Updates
- Section 11.3: AC34 Project Variant
  - 11.3.1: Description of AC34 Project Variant
  - 11.3.2: Environmental Effects of AC34 Project Variant
- Section 11.4: Cruise Terminal Project Variant
  - 11.4.1: Description of Cruise Terminal Variant
  - 11.4.2: Environmental Effects of Cruise Terminal Project Variant
- Section 11.5: Reduced Intensity AC34 and Long-Term Development Sub-Alternative
  - 11.5.1: Description of the Reduced Intensity AC34 and Long-Term Development Sub-Alternative
  - 11.5.2: Environmental Effects of the Reduced Intensity AC34 and Long-Term Development Sub-Alternative

## **11.2 Project Updates**

### **11.2.1 AC34 Project Implementation Plan Updates**

The 34th America's Cup Host and Venue Agreement (Host Agreement) provides that the City and County of San Francisco (City or CCSF), in consultation with the Event Authority, would develop a number of event-related implementation plans to support AC34 during both the 2012 and 2013 events. Since publication of the Draft EIR, a number of AC34 implementation plans have been prepared or updated. The following provides a summary of the implementation plans relevant to the environmental review process, updating information that was presented in Chapter 3 of the Draft EIR (pages 3-87 to 3-90). Please see [http://www.oewd.org/Development\\_Projects-Americas\\_Cup.aspx](http://www.oewd.org/Development_Projects-Americas_Cup.aspx) for a copy of available draft versions of the implementation plans.

#### **11.2.1.1 Description of AC34 Project Implementation Plan Updates**

##### ***People Plan***

Consistent with the provisions of the Host Agreement, the City developed a People Plan for the AC34 events describing a safe, reliable and efficient traffic and transportation scheme to facilitate the movement of racing teams, event personnel, event sponsors, members of the press, and thousands of visitors on any day to and from the AC34 events, while at the same time satisfying the daily transportation needs of residents, businesses, and visitors not associated with the races.

The transportation modes described in the People Plan have been structured according to five guiding principles: public safety, resource efficiency, environmental sustainability, strategic adaptability and positive legacy. These principles favor walking, bicycling, and transit over the private automobile, while emphasizing the need for effective communication and information tools that allow large numbers of users to make individual decisions that support the success of the system as a whole. In addition, the positive legacy concept stimulates interest not only in potential capital projects that can be brought forward in association with the AC34 preparations, but also operational strategies and other pilot concepts that can provide benefits to the City and the Bay Area after AC34 events are complete.

The People Plan reviews likely destinations of AC34 event spectators to better identify the increase in transportation demands to AC34 venues. The plan reviews key modes of transportation including multi-modal transportation; bicycles; private automobiles; water transport and ferries; MUNI buses and light rail, taxis, shuttles, chartered buses, and other on-demand services; and pedestrian travel. The ways in which these transportation modes can be employed to address the anticipated transportation demands while maintaining current or better transportation levels of service throughout the rest of the City and Bay Area are examined, along with the need to anticipate and safely resolve conflicts with the large numbers of pedestrians that are expected to be present at the same locations that other travelers are attempting to access. The Transportation Demand Management section of the People Plan also outlines various programs and policies that support the needs of residents, employers, employees, businesses, commuters, schools, and service organizations while supporting the use of alternative means of transportation and reducing dependency on the private automobile. This section also includes a wayfinding focus and other amenities to enhance the experience for visitors.

The People Plan includes the preliminary agreements with the various transit operators (including Muni, AC Transit, Golden Gate Transit, Golden Gate Ferry, SamTrans, BART, Caltrain, Water Emergency Transportation Authority, and Blue & Gold Fleet).

The People Plan also summarizes a preliminary series of organizing principles of the transportation program and projects proposed, including safety, resource efficiency, environmental sustainability, strategic adaptability, and positive legacy. These organizing principles serve multiple purposes: to clarify the range of resources that will be needed for transportation agencies to implement the plan; to guide fundraising, matching and leveraging efforts to support plan implementation; and to indicate, where, if necessary, trade-offs may be needed when considering all plan proposals and aspirations. To inform the complex decisions that lie ahead, the five People Plan organizing principles would be consulted to provide consistency and continuity with the objectives of the America's Cup and with the policy priorities of San Francisco and the Bay Area.

The City issued a draft of the People Plan for public review on March 31, 2011, and received public comments through public outreach conducted during the public review period. To facilitate finalization of the People Plan, proposed revisions were provided to the public in three People Plan Status Updates issued on May 19, 2011, July 8, 2011, and September 2, 2011. In accordance with the Host Agreement, the Event Authority confirmed that the Draft Final People Plan which incorporates revisions in response to public comments received on the plan as well as

consideration of the Draft EIR, satisfied the City's Host Agreement obligation on September 30, 2011. The City will consider the plan for adoption as part of the AC34 project approvals once environmental review required under CEQA is complete. The CEQA review process also resulted in additional recommendations from agencies and the public relevant to the People Plan, including mitigation measures, about how to manage transportation, traffic and spectators. Mitigation measures that have been identified in the Draft EIR and Comments and Responses document have been incorporated into the Draft Final People Plan, and final mitigation measures from the certified Final EIR will be incorporated into the Final People Plan. Please also see, Section 5.6, Transportation and Circulation, for additional detail.

### ***Parks Event Operations Plan***

The Host Agreement states that as a further element of the People Plan, the City shall work with the Event Authority "to develop and implement a plan to secure certain of the on-shore spectator areas and the on-the-water spectator areas which during portions of the Event will be under the Authority's exclusive control." The Parks Event Operations Plan, to be implemented as part of the AC34 project, focuses on the on-shore spectator venue sites that take place within the City as well as in state and federal parks. It was developed by the City in consultation with the Event Authority and responsible jurisdictional authorities, including the National Park Service (NPS), California Department of Parks and Recreation, San Francisco Maritime National Historic Park (SAFR), Presidio Trust, and San Francisco Recreation and Park Department (SFRPD). The plan is intended to synthesize actions to take place on park lands to reduce potential environmental impacts and create a positive spectator experience during the AC34 events while respecting the needs of incidental visitors who may be in affected areas.

Four key considerations addressed in the Parks Event Operations Plan are: environmental protection, crowd management, safety, and visitor experience. State and federal park lands addressed include Aquatic Park, Crissy Field, Fort Mason, Alcatraz Island, and Fort Baker, which are identified as locations where there would be spectator viewing and hospitality services for AC34-related events. The plan also addresses secondary viewing locations where no AC34-programmed events or facilities are planned, but that may experience increased visitation due to the potential for desirable viewing opportunities. Environmental protection in these park lands is primarily focused on avoidance of biological and cultural resources. Specific requirements for protective actions, crowd management, safety, and visitor experience on park lands are being developed by the NPS and the Presidio Trust. These requirements would be enforced through NPS special use permits issued to the Event Authority. California State Parks is independently developing plans for use of Angel Island State Park. Other parks that would experience increased usage during the AC34 events are identified along with actions that would be taken at these parks.

The Parks Event Operations Plan is coordinated with, and consistent with, other pertinent implementation plans supporting the AC34 events, including the Public Safety Plan, Zero Waste Plan, People Plan, Sustainability Plan, Workforce Development Plan, and Youth Involvement Plan. Implementation of the Parks Event Operations Plan for the AC34 events in 2012 would provide an opportunity for refinement of the plan for use during the AC34 events in 2013 based on actual experience at the different spectator venues.

### ***Water and Air Traffic Plan***

Consistent with the Host Agreement, the City has developed a Water and Air Traffic Plan in consultation with the Event Authority and America's Cup Race Management (ACRM), and in cooperation with the United States Coast Guard (USCG), Federal Aviation Administration (FAA), and Department of Homeland Security (DHS). The purpose of the Water and Air Traffic Plan is: to provide guidelines for adequate and safe access to the race course area; to set forth provisions for exclusive use of the race course area by AC34-related water transportation; and to establish effective enforcement mechanisms for traffic controls in the airspace and water space for the AC34 events. The plan also identifies ways to manage and disseminate information regarding water- and air-related operations for the AC34 events as well as educational materials regarding the protection of Bay resources, including water quality and biological resources.

The Water and Air Traffic Plan is presented in two sections: Water and Air. For the Water component, the plan addresses navigational and operational safety guidelines for race team, support, spectator, and large private yacht vessel activities associated with AC34 that meet USCG regulations. Provisions for coordination with on-going commercial and transit operations on the Bay, including, but not limited to: cargo transport, commercial fishing, maintenance dredging, ferry boats, and cruise ships, are also addressed. As part of the USCG Marine Event Permit required for AC34, plan requirements would be implemented through Special Local Regulations to be promulgated by the USCG for the AC34 events. Dissemination of information regarding navigation guidelines and restrictions, day-to-day changes in vessel traffic conditions, proper and legal waste handling for vessels, and protection of sensitive marine habitats and species is also addressed in the plan. The plan includes a Notice to Boaters (required by Mitigation Measure M-BI-12 of the EIR); which will include a list of marinas, anchorages, and safe docking locations; guidelines for control of aquatic invasive species; a list of waste disposal locations; and a list of available environmental services.

For the Air component, the plan identifies operational restrictions for rotary-wing aircraft operating during the event, with additional parameters for helicopters using the proposed AC34 helipad. The plan also addresses dissemination of information regarding operational parameters for use of the AC34 helipad as well as during the event to ensure public safety while at the same time reducing noise effects. The FAA may issue a Temporary Flight Restriction (TFR) and the DHS may issue a security designation via the DHS that would serve as the basis for the TFR. If these are issued, the Water and Air Traffic Plan would be updated.

### ***Zero Waste Plan***

Under the Host Agreement, the City prepared a draft Zero Waste Plan (also known as the Waste Management Plan) in consultation with the Event Authority, consistent with best environmental practices, which is to be approved by the Event Authority and the San Francisco Department of the Environment. Pursuant to the Host Agreement, the City would specify the necessary equipment, services, and environmental practices with the intent of making AC34 a zero waste event. Section 3 of the plan describes local ordinances concerned with:

- Providing recycling and composting service citywide at all residences and businesses;

- Requiring the use of compostable food service ware, and restrictions on non-compostable food and beverage containers;
- Requiring recycling at special events and at construction and demolition projects; and
- Providing space in new construction and remodeling to facilitate these services.

Plan Sections 4 and 5 and addenda outline the types of services and information that the AC34 event will use to reduce wastes to a minimum and recycle and compost as much as possible. Consistent with other special events, the City would provide technical assistance to the Event Authority to coordinate waste reduction, recycling and composting activities during the AC34 events in 2012 and 2013. Waste reduction activities in support of AC34 would include:

- Management of discards from demolition and construction of AC34 event-related facilities, including those that would be used by boat maintenance crews and spectator boats;
- Management of discards from spectator-related activities;
- Planning for hazardous wastes from boat and marina activities; and
- Planning for temporary toilet facilities for the AC34 events.

The Zero Waste Plan concludes with initial estimates of the quantities of materials that would require removal, processing, and (if necessary) disposal. As details of the AC34 event are developed, these estimates would be refined. This adaptive-management approach is expected to continue through the AC34 event; activities in 2012 will provide a variety of lessons to be applied during the AC34 2013 events.

### ***Sustainability Plan***

The Sustainability Plan, developed by the Event Authority in consultation with the San Francisco Department of the Environment and other involved organizations, describes event-related sustainability activities that would take place in San Francisco and throughout the AC34 event life cycle. It is an overarching document describing sustainability-related regulations applicable to AC34, and addressing both onshore and offshore AC34 event sustainability activities. The Sustainability Plan defines five major event themes that pertain to event sustainability in the context of the AC34 events taking place in San Francisco: energy and emissions, resource efficiency, natural habitats and wildlife, inclusion, and engagement. Within each theme, several guiding principles are identified, followed by several event strategies that support the achievement of the principles. Strategies are the actions that can be performed and measured as part of the event, and are listed as commitments and aspirations. Ambitions are also presented to show ideas being considered for possible implementation. In addition to providing project-specific goals, the Sustainability Plan seeks to leave an environmental legacy through efforts to raise sustainability awareness and foster pro-environmental behavior and sustainable lifestyles. This legacy would serve to reduce energy resource requirements for future projects. The Sustainability Plan also makes reference to other plans being developed for the event, such as the People Plan.

### ***Public Safety Plan***

The Public Safety Plan, prepared by the San Francisco Police Department (SFPD), addresses planning and preparing for security and public safety issues associated with land and water events of AC34. The land-based security measures would be coordinated through the SFPD, and waterside coordination would be made through the Unified Area Command between the USCG Captain of the Port and several law enforcement entities with waterborne assets, including SFPD. The plan includes an Incident Command System to delineate roles, responsibilities, communications and duties before, during, and after the events. It covers the venue sites as well as potential crime issues, transportation, and coordination related to the events. The Public Safety Plan was accepted by the Event Authority on September 30, 2011.

### ***Team Base Operations Manual***

The Event Authority, in consultation with the Port, would develop a Team Base Operations Manual. Consistent with Port industrial leasing practice, the Team Base Operations Manual would be a condition of the Port's Venue Lease with the Authority. No substantial updates have occurred with this plan since publication of the Draft EIR, pending further work on AC34 permitting. As discussed previously, the Team Base Operations Manual would identify all environmental and safety requirements, standards and best management practices that would be applicable to all proposed industrial-related practices at the team bases, including but not limited to boat fabrication and assembly, equipment and materials use and storage, and maintenance and cleaning activities. The Team Base Operations Manual would also contain a list of all applicable environmental and safety permits for AC34, including, but not limited to, those issued by the Department of Public Health-Environmental Health Section, Regional Water Quality Control Board, Bay Area Air Quality Management District, and other jurisdictional agencies.

#### **11.2.1.2 Environmental Effects of AC34 Project Implementation Plan Updates**

The project updates described above related to the implementation plans clarify and augment information presented in the Draft EIR. The updated information would not result in any new significant effects beyond those identified in the Draft EIR or increase the severity of a significant impact, and no new mitigation measures would be required. Please see Chapter 12, Sections 12.4 and 12.6, for further discussion regarding the relationship of the implementation plans and the environmental review process.

### **11.2.2 Updated Information on Proposed AC34 Utility Improvements**

#### **11.2.2.1 Description of Updated Information on Proposed AC34 Utility Improvements**

Since publication of the Draft EIR, additional preliminary planning and design for the AC34 facilities have yielded additional information on the AC34-related permanent utility improvements proposed at certain Port locations. This new information serves to supplement the AC34 utilities description presented in the EIR Project Description:

- **Piers 30-32.** In addition to the utility improvements at Piers 30-32 described in the EIR Project Description (page 3-43, fourth paragraph), five new 2-inch diameter water laterals connecting to the new water line described in the EIR would provide water service to fire hose cabinets between adjacent team bases for fire protection. New ¾-inch diameter water lines would also provide water service to each of the two proposed washdown areas at Piers 30-32. Sewage from the team bases would be conveyed to the proposed package lift station through a new 3-inch force main installed beneath the team bases. In addition, the new force main described in the EIR would connect to an existing pump station before discharging to the existing 4-inch diameter force main. As part of the utility upgrades at these piers, the pump station would be equipped with duplex vertical turbine pumps identical to those in use at other piers such as Piers 26-28 and Piers 27-29.
- **Pier 80.** In addition to the improvements to Pier 80 described in the EIR Project Description (pages 3-46 and 3-48), the water and wastewater utility systems would be improved. To provide water service to the team base at this pier, a new 4-inch water line would connect to an existing 12-inch water main running east-west, and 12 new 1-inch diameter water laterals would connect the new water line to each team base. Six new 2-inch diameter water laterals would provide water service to fire hose cabinets between adjacent team bases for fire protection. New ¾-inch diameter water lines would also provide water service to each of the two washdown areas at this pier. To provide wastewater service, wastewater lines from each team base would connect to a new 3-inch force main and a package lift station would be installed which would ultimately discharge to a City sewer lift station.
- **Piers 27-29.** In addition to the improvements to Piers 27-29 described in the EIR Project Description (pages 3-70 through 3-75), the existing 4-inch diameter force main and existing 4-inch diameter water lateral serving the Pier 27 shed would be removed. Existing utilities serving the existing Pier 29 historic building would remain.

#### **11.2.2.2 Environmental Effects of Updated Information on Proposed AC34 Utility Improvements**

The project updates described above related to utilities improvements augment information presented in the Draft EIR and would not result in any new significant effects beyond those identified in the Draft EIR or increase the severity of a significant impact, and no new mitigation measures would be required.

### **11.2.3 Updated Geotechnical Information for Piers 30-32**

#### **11.2.3.1 Description of Updated Geotechnical Information for Piers 30-32**

The project sponsor completed a geotechnical report in September 2011 to inform the design of the proposed upgrades at Piers 30-32.<sup>1</sup> The geotechnical investigation included a review of subsurface information from previous geotechnical investigations conducted at or near the piers, installation of six geotechnical water borings to evaluate subsurface conditions in the Bay and installation of two borings on the landside of Piers 30-32 to verify soil conditions behind the seawall. The geotechnical investigation evaluated the site specific geology and seismicity at

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<sup>1</sup> Earth Mechanics, Inc. Geotechnical Report, Pier 30/32 Seismic Retrofit Project, America's Cup 34, Port of San Francisco, California. September 8, 2011.

Piers 30-32 to identify potential geologic and seismic hazards and inform the design of proposed improvements at the piers. Below is a summary of the report:

- **Site Specific Geology**

- The landward side of the seawall at Piers 30-32 is on approximately 12 to 20 feet of artificial fill. A rock dike was installed during construction of the seawall to protect the seawall and contain the fill, and underlies the fill from approximately 10 feet below the existing grade at the top to a depth of 50 feet at the base. There is also rock fill at the end of Piers 30-32 that was installed to facilitate construction of the existing 20-inch diameter concrete piles as part of an extension of the piers in 1926. The vertical extent of this rock fill ranges from 45 feet below the top of the pier deck at the upper contact and 75 feet below the deck at the base of the rock fill.
- The site geology is consistent from the sediment surface on the waterside to beneath the rock fill on the landside and consists of Young Bay Mud, varying in thickness between 5 and 55 feet across the project area; Quaternary Alluvium varying in thickness from a minimum of 10 feet at the east end of Pier 30 to a maximum of 55 feet at the west end of Pier 32; Old Bay Mud at approximately 80 to 100 feet below grade, varying in thickness between 10 and 70 feet; Alameda Formation; and the Franciscan Basement at elevations between -100 feet and -220 feet.

- **Seismicity.** The Piers 30-32 project site is considered a Site Class F due to the presence of more than 25 feet of Young Bay Mud underlying the site. Accordingly, the geotechnical report included a site-specific seismic analysis to determine the minimum design load for the piers. The analysis concluded that the San Andreas fault represents the greatest seismic risk to the site, and the design spectral response acceleration for the site, determined in accordance with the methodology specified in ASCE Publication 7-05,<sup>2</sup> ranges from 0.259 to 0.194 g.<sup>3</sup>
- **Seismic Hazard.** The geotechnical report concluded that widespread liquefaction is not an issue at the Piers 30-32 site. The proposed improvements at Piers 30-32 would not involve any dredging or fill that would affect the stability of the seawall. Using a static and pseudo-static stability analysis, the geotechnical report concluded that the static factor of safety for the seawall is 1.5 and the post-earthquake factor of safety is higher than 1.3.<sup>4</sup> Seismically-induced lateral displacement would be on the order of 2 to 3 inches under the design earthquake for the project.

<sup>2</sup> American Society of Civil Engineers Publication 7-05, Minimum Design Loads for Buildings and Other Structures, provides requirements for general structural design and the means for determining loads on building and other structures, including earthquake loads. The requirements for the determination of site-specific earthquake loads are based on classification of the site based on the types of soil present and their engineering properties.

<sup>3</sup> Spectral acceleration is a unit measured in g (the acceleration due to Earth's gravity). It describes the maximum acceleration on an object in an earthquake. Response spectra are tools of earthquake engineering for analyzing the performance of structures and equipment in earthquakes, and form the basis for calculating the forces that a structure must be designed to resist.

<sup>4</sup> If the forces available to resist movement are greater than the forces driving movement, a slope is considered stable. A factor of safety is calculated by dividing the forces resisting movement by the forces driving movement. Therefore, slopes with a factor of safety greater than 1 are generally considered stable.



### 11.2.3.2 Environmental Effects of Updated Geotechnical Information for Piers 30-32

The project updates described above related to geotechnical information augment information presented in the Draft EIR and would not result in any new significant effects beyond those identified in the Draft EIR or increase the severity of a significant impact, and no new mitigation measures would be required.

## 11.2.4 Updated Project Approvals

### 11.2.4.1 Description of Updated Project Approvals

Based on the current understanding of the proposed projects and ongoing consultation with applicable resource agencies, the following is a revised list of the agencies and approvals likely to be required for both the AC34 and the Cruise Terminal projects. This revised list replaces Section 3.71, Approvals Required, from the Draft EIR pages 3-115 to 3-117 (deleted text is shown as ~~struckthrough~~ and new text is underlined).

#### United States Coast Guard

- Issue a Marine Event Permit. Captain of the Port (COTP) issues marine event permits for activities including regattas, fireworks displays, and other events held on the navigable waters of the United States. AC34 marine events, including sailing races and fireworks displays, will require a marine event permit from the COTP.
- Issue Special Local Regulation (SLR). The COTP is authorized to establish regulations in conjunction with the AC34 race area that are deemed necessary to ensure safety of life on the navigable waters. Such regulations will aim to facilitate public safety, vessel traffic safety, and protection of the environment on waters of the Bay. The SLR will be incorporated into the Code of Federal Regulations and would apply to the AC34 events.
- ~~Determination of race area requirements, including parameters to manage race events with maritime traffic, and safety rules for recreational boaters~~
- ~~Determination, review and authorization of maritime facility and vessel security plans and amendments in accordance with the Maritime Transportation Security Act of 2002 (33 CFR Chapter 1 parts 101-105) for Pier 27 cruise terminal~~

#### United States Customs and Border Protection

- Approval of cruise terminal design as it applies to Customs and Border Protection facility guidelines

#### Federal Aviation Administration

- Determination of flight area requirements

#### United States Army Corps of Engineers

- Rivers and Harbors Act, Section 10 Clean Water Act, permit to authorize structures in navigable ~~for the discharge of dredged materials into~~ Waters of the U.S.

- Marine Protection, Research and Sanctuaries Act of 1972, Section 103

### **United States Fish and Wildlife Service**

- Consultation under Section 7 of the Federal Endangered Species Act, in conjunction with the federal permits above, U.S. Army Corps of Engineers Section 404 permit and the National Park Service permits, and the U.S. Army Corps of Engineers Section 10 permit

### **National Marine Fisheries Service**

- Consultation under Section 7 of the Federal Endangered Species Act, in conjunction with federal permits ~~the United States Army Corps of Engineers Section 404 permit~~
- Incidental Harassment Authorization under the Marine Mammal Protection Act (MMPA)

### **National Historic Preservation Act Section 106 Compliance**

- State Historic Preservation Officer consultation, in conjunction with federal permits ~~the United States Army Corps of Engineers Section 404 permit~~

### **National Park Service**

- Permits to use GGNRA and SAFR lands, including Crissy Field, Fort Mason, Aquatic Park, Fort Baker Pier at Cavallo Point, and Alcatraz
- Historic preservation consultation with the National Park Service, Golden Gate National Recreation Area in accordance with its Programmatic Memorandum of Agreement with the State Historic Preservation Office

### **Presidio Trust**

- Any permits that may be required for necessary area closures within its jurisdiction in the Presidio ~~Permits to use portions of Crissy Field within their jurisdiction~~

### **San Francisco Bay Conservation and Development Commission**

- Approval of *San Francisco Bay Plan, San Francisco Waterfront Special Area Plan* amendments
- Approval of one or more Administrative and Major Permits for fill and uses in San Francisco Bay and the Bay shoreline

### **California State Lands Commission**

- Consultation regarding use plan, ~~permit~~ dredging lease, and Public Trust determination

### **California Regional Water Quality Control Board, San Francisco Bay Region**

- Section 401 Water Quality Certification; ~~confirmation of compliance with and any associated~~ Waste Discharge Requirements; ~~confirmation of National Pollutant Discharge Elimination System~~; Construction General Permit coverage and Industrial Stormwater Permit Coverage, as applicable

### **California Department of Fish and Game**

- California Endangered Species Act Take Assessment and possible 2081 Incidental Take Permit ~~Section 2080.1 consistency determination or California Endangered Species Act Section 2081 incidental take permit~~

### **Bay Area Air Quality Management District**

- Authority to Construct and Permit to Operate applicable facilities

### **San Francisco Planning Commission**

- Certification of the Final EIR
- Determination of consistency with the San Francisco General Plan for the transfer of Seawall Lot 330 and any other aspects of the projects, if required

### **San Francisco Port Commission**

- Approval of the AC34 project, Disposition and Development Agreement for AC34 venues, including improvements to Port property, and venue leases on Port property; transfer of Seawall Lot 330; approval of the Cruise Terminal project; adoption of CEQA findings and a Mitigation Monitoring and Reporting Program for each project

### **San Francisco Recreation and Park ~~Department~~/Commission**

- Approval of special use permit for ~~San Francisco Marina and~~ Marina Green, Justin Herman Plaza, Union Square and Civic Center Plaza

### **San Francisco Redevelopment Agency**

- Approval of any potential AC34-related temporary or permanent activities or facilities within the Rincon Point South Beach Redevelopment Area

### **San Francisco Board of Supervisors**

- Consideration of any appeals of the Planning Commission's certification of the Final EIR
- ~~Approval of the AC34 project and a~~ Adoption of CEQA findings and a Mitigation Monitoring and Reporting Program

- Approval of agreements, if any, between CCSF and Event Authority regarding responsibilities for implementing actions to stage the AC34 events
- Approval of the AC34 project, including the ~~and~~ Disposition and Development Agreement for AC34 venues, transfer of Seawall Lot 330, and the 34th America's Cup Host and Venue Agreement including improvements to Port and San Francisco property
- Formation of Infrastructure Financing District

#### 11.2.4.2 Environmental Effects of Updated Project Approvals

These project revisions do not affect the environmental analysis of the proposed projects.

### 11.2.5 Updates to Potential Fill Removal Sites Associated with Amendments to BCDC Special Area Plan for AC34 and Cruise Terminal Projects

#### 11.2.5.1 Description of Updates to Potential Fill Removal Sites (Pier ½)

As discussed in the Sections 3.5.2 and 3.5.5 in the Draft EIR Project Description, fill removal is included in the scope of issues that would be reviewed by BCDC in the context of proposed amendments to the AC34 and Cruise Terminal projects. The Port identified possible fill removal sites in the Draft EIR that may be considered in BCDC's public process, including the Pier 98 lighter aboard ship [LASH] terminal; Pier 84 and Pier 88 along Islais Creek; Pier 70, Wharves 6, 7 and 8, an area adjacent to Pier 68; Pier 64 adjacent to Mission Bay Bayfront Park; and the former site of Carmens restaurant in China Basin Channel.

Since publication of the Draft EIR, the Port has identified Pier ½ as an additional fill removal site to be considered in association with proposed amendments to the Cruise Terminal and AC34 projects.

The following discussion is added to Section 3.5.5 of the Draft EIR, page 3-113 following the third bullet (new text is underlined).

- **Pier ½.** Pier ½ is 24,000 square-feet in area and physically connected to Section 7 of the bulkhead wharf, a contributing resource within the Embarcadero Historic District. Pier ½ was evaluated in 2000 for the preparation of the Embarcadero Historic District nomination and was excluded from the Historic District because of its lack of significance and physical integrity. Historic maps indicate that this site was developed with a wharf that supported a large warehouse, although it is unknown whether Pier ½ is a remnant of this former wharf. The Port "red-tagged" and vacated the pier and secured it with fencing in 2008 due to structural deficiencies in the substructure and supporting piles. Fill removal at this location would result in the removal of the entire 24,000 square-foot pier deck and substructure.

Figure 3-39 on page 3-112 of the Draft EIR is also revised to show the location of the Pier ½ possible fill removal site; please see Chapter 13 for this revised figure.

Please also see description of public access improvements and certain refinements in proposed amendments to the BCDC Special Area Plan for the AC34 Project Variant in Section 11.3.1.9, and Cruise Terminal Project Variant in Section 11.3.2.4, below.

### **11.2.5.2 Environmental Effects Updates to Potential Fill Removal Sites (Pier ½)**

The addition of Pier ½ to the possible fill removal sites would not result in substantial changes to the analysis or conclusions presented in the Draft EIR. As described in EIR Impact CP-7 (page 5.5-111 to 5.5-113, there would be no impact to historic resources because the surviving portions of the dilapidated pier lack historic significance due to loss of integrity. Construction-related impacts associated with removal of Pier ½ would be similar to those described in Impact AQ-13 (page 5.-48) and Impact HY-9 (page 5.16-83 to 5.16-84), which were both determined to be less than significant due to the limited construction activities at each site and compliance with best management practices and applicable regulatory requirements. Similarly, as described in Impact BI-17 (page 5.14-112 to 5.14-114), impacts on marine biological resources would be less than significant because the loss of low quality artificial subtidal hard substrate would result in improved water quality conditions. Thus, this project update would not result in any new significant effects beyond those identified in the Draft EIR or increase the severity of a significant impact, and no new mitigation measures would be required.

As a staff-initiated text change, the following text is added following the discussion Pier 60 (former Carmen's Restaurant) on page 5.5-113 of the Draft EIR (new text is underlined):

**Pier ½.** Pier ½ is 24,000 square-feet in area and physically connected to Section 7 of the bulkhead wharf, a contributing resource within the Embarcadero Historic District. Pier ½ was evaluated in 2000 for the preparation of the Embarcadero Historic District nomination and was excluded from the Historic District because of its lack of significance and physical integrity. Historic maps indicate that this site was developed with a wharf that supported a large warehouse, although it is unknown whether Pier ½ is a remnant of this former wharf. The Port “red-tagged” and vacated the pier and secured it with fencing in 2008 due to structural deficiencies in the substructure and supporting piles. Fill removal at this location would result in the removal of the entire 24,000 square-foot pier deck and substructure. No impacts to historic resources are anticipated as a result of fill removal at Pier ½.

As a staff-initiated text change, the following text is added following the last bullet on both pages 5.14-112 and 5.16-84 of the Draft EIR (new text is underlined):

- **Pier ½.** Pier ½ is 24,000 square-feet in area and physically connected to Section 7 of the bulkhead wharf. The Port “red-tagged” and vacated the pier and secured it with fencing in 2008 due to structural deficiencies in the substructure and supporting piles. Fill removal at this location would result in the removal of the entire 24,000 square-foot pier deck and substructure.

## 11.2.6 Updated Spectator and Race Support Boat Estimates for AC34

### 11.2.6.1 Description of Updated Spectator and Race Support Boat Estimates for AC34

#### *Updated AC34 Spectator Boat Estimates*

As discussed in the Section 3.4.3 in the Project Description and Section 5.1.3 in the Impact Overview in the Draft EIR, the project sponsors for AC34 prepared a detailed analysis of estimated visitation for the AC34 events in 2012 and 2013; this analysis was included in Appendix PD-1 of the Draft EIR. This visitation analysis included a preliminary estimation of the potential number of water spectators and associated spectator boats for the AC34 events based on input from the race organizers. The spectator boats were disaggregated into three main categories: recreational boats, commercial charter boats, and large private yachts.

Since publication of the Draft EIR, the project sponsors have revised the estimate of the number of spectator boats and associated water-based spectators for the AC34 event based on several factors. These factors include consideration of relevant results of a boat count study conducted in October 2011 in the San Francisco Bay for the San Francisco Fleet Week event, and additional input with the race organizers related to reasonable assumptions and viewing patterns/behavior for the AC34 events. The project sponsors' revised AC34 spectator boat information is included as an addendum to their original AC34 visitation analysis; see **Appendix PD-1A** that is included in the Comments and Responses document to augment the supporting project description information in the Draft EIR.

**Table 11-1**, below, summarizes the original number of spectator boats for average peak race weekdays and average peak race weekend days for the AC34 2012 and AC34 2013 events assumed in the Draft EIR and revised number of spectator boats in this Comments and Responses document. As shown in Table 11-1, the estimated number of spectator boats anticipated on peak race weekend days and weekdays in 2012 and 2013 is reduced substantially. Responses to comments in Chapter 12 of this document are based on these revised spectator boat numbers.

The following revisions are made to EIR, Section 5, Impact Overview, to reflect the reduced estimated AC34 spectator boats and associated water-based visitation:

Page 5.1-9 of the EIR, first paragraph, last two sentences are revised as follows (deleted text is shown in ~~strike through~~ and new text is underlined):

The total number of boats expected during the AC34 2012 event ranges from about ~~130,655~~ to ~~340,810~~, carrying from about ~~1,235,600~~ to ~~3,500,000~~ passengers. The total number of boats expected during the AC34 2013 event ranges from about ~~150,790~~ to ~~880,280~~, carrying from about ~~1,650,300~~ to ~~10,360,000~~ passengers.

**TABLE 11-1**  
**COMPARISON OF ESTIMATED SPECTATOR BOATS FOR AVERAGE**

Spectator Boat Category	AC34 2012		AC34 2013	
	Peak Race Weekend Day	Peak Race Weekday	Average Peak Race Weekend Day	Average Peak Race Weekday
<b><i>Draft EIR Estimate</i></b>				
Recreational Boats	1,833	633	2,200	733
Commercial Charter Boats	13	5	20	7
Large Private Yachts	0	0	60	30
<b>Total Number of Spectator Boats</b>	<b>1,848</b>	<b>638</b>	<b>2,280</b>	<b>770</b>
<b><i>Revised Estimates</i></b>				
Recreational Boats	332	125	800	134
Commercial Charter Boats	8	3	20	3
Large Private Yachts	0	0	60	10
<b>Total Number of Spectator Boats</b>	<b>340</b>	<b>128</b>	<b>880</b>	<b>147</b>

SOURCE: AECOM, Analysis of Potential Visitation Patterns for America's Cup 34, June 2011; Revised Spectator Boat Estimates, November, 2011.

Table 5.1-2 on page 5.1-9 in Section 5.1, Impact Overview of the EIR is revised as follows (deleted text is shown in ~~strike through~~ and new text is underlined):

**TABLE 5.1-2 [REVISED]**  
**ESTIMATES OF WATER-BASED SPECTATORS IN THE CENTRAL BAY ON**  
**AC34 RACE DAYS, 2012 AND 2013<sup>a, b</sup>**

Type of Boat	Estimated Number of Boats	Estimated Average Passengers per Boat	Total Number of Passengers
Recreational	2012: <del>125-330</del> <u>650 - 1,800</u> 2013: <del>135-800</del> <u>750 - 2,200</u>	<del>7/2<sup>c</sup></del> <u>6</u>	2012: <del>875-2,300</del> <u>3,800 - 11,000</u> 2013: <del>900-5,560</del> <u>4,400 - 13,200</u>
Commercial charter	2012: <del>3 - 85</del> <u>13</u> 2013: <del>37</del> <u>20</u>	<del>120 - 150<sup>d</sup></del> 150	2012: <del>360 - 1,200</del> <u>800 - 2,000</u> 2013: <del>4504,000</del> <u>3,000</u>
Large private yachts	2012: 0 2013: <del>1030</del> <u>60</u>	30	2012: 0 2013: <del>300900</del> <u>1,800</u>
<b>Total</b>	<b>2012: <del>130 - 340</del><u>655 - 1,810</u></b> <b>2013: <del>150 - 880</del><u>790 - 2,280</u></b>		<b>2012: <del>1,235 - 3,500</del><u>4,600 - 13,000</u></b> <b>2013: <del>1,650 - 10,360</del><u>6,300 - 18,000</u></b>

<sup>a</sup> The range represents average peak weekday race days to average peak weekend race days.

<sup>b</sup> Numbers are rounded.

<sup>c</sup> Average capacity for motorized pleasure craft and sailboats is 7; average capacity for non-motorized craft is 2.

<sup>d</sup> Average occupancy per commercial charter for 2012 average peak race weekday is 120 and average peak race weekend day is 150.

SOURCE: AECOM, 2011. *Analysis of Visitation for America's Cup 34, Draft Report*, June 17, 2011; AECOM, 2011. Revised Spectator Boat Estimates, November, 2011

Correlating changes to the estimated water-based spectators in Chapter 3, Project Description are as follows:

Table 3-4 on page 3-35 of the EIR, "Spectators on Boats" section, the number of visitors per day; and number of peak-hour visitors, respectively, for a peak race weekend day in 2012 is revised as follows (deleted text is shown in ~~strike through~~ and new text is underlined; table headings are provided for clarity although only the "Spectators on Boats" section is revised):

Location	Peak Race Weekend Day in 2012	
	Number of Visitors Per Day	Number of Visitors in Peak Hour
<b>Spectators on Boats</b>		
Recreational	<del>2,300</del> <u>11,000</u>	<del>1,380-1,840</del> <u>6,500-8,800</u>
Commercial Charter	<del>1,200</del> <u>2,000</u>	<del>720-960</del> <u>1,200-1,600</u>
<b>Subtotal Spectators on Boats</b>	<del>3,500</del> <u>13,000</u>	<del>2,100-2,800</del> <u>7,500-10,400</u>

Table 3-5 on page 3-36 of the EIR, "Spectators on Boats" section, the number of visitors per day; and number of peak-hour visitors, respectively, for peak race weekday in 2012 is revised as follows (deleted text is shown in ~~strike through~~ and new text is underlined; table headings shown are provided for clarity although only the "Spectators on Boats" section is revised):

Location	Peak Race Weekday in 2012	
	Number of Visitors Per Day	Number of Visitors in Peak Hour
<b>Spectators on Boats</b>		
Recreational	<del>875</del> <u>3,800</u>	<del>525-700</del> <u>2,200-3,000</u>
Commercial Charter	<del>360</del> <u>800</u>	<del>215-290</del> <u>450-650</u>
<b>Subtotal Spectators on Boats</b>	<del>1,235</del> <u>4,600</u>	<del>740-990</del> <u>2,650-3,650</u>

Table 3-7 on page 3-39 of the EIR, "Spectators on Boats" section, the number of visitors per day; and number of peak-hour visitors, respectively, for average peak race weekend day in 2013 is revised as follows (deleted text is shown in ~~strike through~~ and new text is underlined; table headings shown are provided for clarity although only the "Spectators on Boats" section is revised):

Location	Average Peak Race Weekend Day in 2013	
	Number of Visitors Per Day	Number of Visitors in Peak Hour
<b>Spectators on Boats</b>		
Recreational	<del>5,560</del> <u>13,200</u>	<del>3,335-4,450</del> <u>8,000-10,600</u>
Commercial Charter	3,000	1,500-2,400
Large Private Yachts	1,800	1,100-1,400
<b>Subtotal Spectators on Boats</b>	<del>10,360</del> <u>18,000</u>	<del>5,935-8,250</del> <u>10,600-14,400</u>



Table 3-8 on page 3-40 of the EIR, “Spectators on Boats” section, the number of visitors per day; and number of peak-hour visitors, respectively, for average peak race weekday in 2013 is revised as follows (deleted text is shown in ~~strike through~~ and new text is underlined; table headings shown are provided for clarity although only the “Spectators on Boats” section is revised):

Location	Average Peak Race Weekday in 2013	
	Number of Visitors Per Day	Number of Visitors in Peak Hour
<b>Spectators on Boats</b>		
Recreational	<u>900</u> <del>4,400</del>	<u>540</u> <del>720</del> <del>2,600</del> <del>3,500</del>
Commercial Charter	<u>450</u> <del>1,000</del>	<u>270</u> <del>360</del> <del>600</del> <del>800</del>
Large Private Yachts	<u>300</u> <del>900</del>	<u>160</u> <del>240</del> <del>500</del> <del>700</del>
<b>Subtotal Spectators on Boats</b>	<u><b>1,650</b></u> <del><b>6,300</b></del>	<u><b>970</b></u> <del><b>1,320</b></del> <del><b>3,700</b></del> <del><b>5,000</b></del>

Table 5.6-11 on page 5.6-57 of the EIR; and Table 5.6-13 on page 5.6-60 of the EIR, “Spectators on Boats” section, the number of spectator on boats for AC34 2012 peak race weekday, AC34 2012 peak race weekend day, AC34 2013 average peak race weekday, and AC34 2013 average peak race weekend day, respectively, are revised as follows (deleted text is shown in ~~strike through~~ and new text is underlined; table headings shown are provided for clarity although only the “Spectators on Boats” section is revised):

	AC34 2012		AC34 2013	
	Weekday	Weekend	Weekday	Weekend
<b>Daily</b>				
Spectators on Boats	<u>1,235</u> <del>4,630</del>	<u>3,500</u> <del>13,000</del>	<u>1,650</u> <del>6,300</del>	<u>10,360</u> <del>18,000</del>

Section 5.16, page 5.16-66 of the EIR, first full paragraph, first sentence is revised as follows (deleted text is shown in ~~strike through~~ and new text is underlined):

As described in more detail in Chapter 3, Project Description, the AC34 events are expected to attract an estimated 880~~2,280~~ spectator boats to San Francisco Bay on an average peak day in 2013, including an estimated 800~~2,200~~ recreational boats.

Section 5.16, page 5.16-67 of the EIR, first full paragraph, first sentence is revised as follows (deleted text is shown in ~~strike through~~ and new text is underlined):

As described above and in Chapter 3, Project Description, the AC34 events are expected to attract an estimated 880~~2,280~~ spectator boats to San Francisco Bay on an average peak day in 2013.

The changes to the estimated AC34 spectator boats and associated AC34 water-based visitation are made independently and irrespective of the originally estimated and highly conservative

AC34 landside visitation estimates. While the reduced spectator boat visitation would also reduce the total anticipated daily and peak-hour AC34 visitation, the original and more conservative total and peak-hour visitation estimates are maintained for the EIR.

### ***Updated AC34 Race Support Boat Estimates***

The Event Authority, ACRM and the individual AC34 teams would utilize a variety of race support boats during the AC34 events, including for race officiating, spectator fleet control, boat towing, emergency medical response, boat camera crews, team boat towing, media/press and other purposes. For purposes of evaluating air quality and related health risks associated with the operation of these boats during the AC34 event in the Draft EIR, the Event Authority conservatively estimated that up to 70 total race support boats could be utilized on peak days during AC34 2012 event and up to 125 boats could be utilized during the AC34 2013 event.

Since publication of the Draft EIR, the Event Authority has refined the number of support boats anticipated to be utilized for the AC34 event. The Event Authority now estimates that no more than 43 total race support boats would be utilized on peak days during the AC34 2012 event and no more than 65 race support boats would be utilized on peak days during the AC34 2013 event. The Event Authority also provided refined detail on the support boats that would be utilized in terms of type, size and engine horsepower; please refer to Air Quality Appendix AQ-3A for the updated support boat details; and Section 12.13 for the associated revised air quality analysis.

### **11.2.6.2 Environmental Effects of Updated AC34 Spectator and Race Support Boat Estimates**

The reduced number of spectator and race support boat estimates would not avoid the significant effects identified in the Draft EIR (with respect to air quality, marine biological resources, and water quality), but would result in less severe impacts, and no new mitigation measures would be required. The revised air quality analysis based on these revised spectator and race support boat estimates along with the associated staff-initiated text changes to the Draft EIR are presented in Chapter 12, Section 12.13.

## **11.2.7 Updated Cruise Ship Assumptions under AC34 and Cruise Terminal Project Conditions**

### **11.2.7.1 Description of Updated Cruise Ship Assumptions**

The Draft EIR (see Chapter 3, page 3-95) states that cruise ship calls to San Francisco currently range from 40 to 80 calls per year, and this level is expected to continue for the foreseeable future. Of these 40 to 80 calls per year, the estimate of cruise ships with shoreside power capability used for evaluating air quality impacts in the Draft EIR was based on information available at the time, including the 2011 cruise ship schedule and associated fleet of cruise ships. Based on the 2011 schedule, and making appropriate adjustments to represent the historical high end of annual Port cruise ship calls, it was estimated that 17 cruise ships calling at the Port in both 2012 and 2013

would have shoreside power capability. This estimate was used to represent the number of cruise ships in each of the two years during which shoreside power would be decommissioned at Piers 27-29 due to the AC34 and Cruise Terminal projects (i.e., the Phase 1 construction of the Cruise Terminal project in 2012 and operations of the AC34 event in 2013), and correspondingly, the number of cruise ships during that period that would generate air emissions by use of those cruise ships' auxiliary engines when docked.

Subsequent to publication of the Draft EIR, information on the 2012 cruise ship schedule and associated fleet of cruise ships became available. The 2012 cruise ship schedule revealed that a markedly higher number of cruise ships with shoreside power capability are expected to call at the Port than was previously estimated in the Draft EIR. Based on actual confirmed bookings, an estimated 40 cruise ships calling at the Port in 2012 will have shoreside power capability. Accordingly, in order to provide a more representative estimate of future cruise ships and the correlated more conservative estimate of temporary increases in project-related air emissions as a result of temporary shoreside power decommissioning, the number of cruise ships with shoreside power capability is increased from 17 to 40 in both 2012 and 2013.

#### **11.2.7.2 Environmental Effects of Updated Cruise Ship Assumptions**

The increased number of cruise ships with shoreside power capability in 2012 and 2013 would increase criteria air pollutant emissions associated with temporary shoreside power decommissioning that would occur under both the AC34 and Cruise Terminal projects. However, when considered in combination with the reduced spectator and race support vessel estimates described in Section 11.2.6 above, the change would not substantially increase the severity of a significant impact, and would in fact reduce the total estimated emissions of criteria pollutants and precursors. Nevertheless, the Draft EIR determined that Impacts AQ-4, AQ-5, AQ-10, AQ-19, and AQ-20 to which decommissioning of shoreside power would contribute adverse effects were all determined to be significant and unavoidable with mitigation. The changes in cruise ship assumptions would not substantially increase the severity of this impact conclusion, particularly in light of the augmented air quality mitigation measures for both the AC34 and Cruise Terminal projects (summarized below and discussed in detail in Section 12.13) that would offset these emissions. Please see Chapter 12, Section 12.13, and Appendix AQ-4 in the EIR for a revised air quality analysis from these revised cruise ship estimates; Section 12.13 also includes associated staff-initiated text changes to the Draft EIR text.

### **11.2.8 Updated and Augmented Air Quality Analyses and Mitigation Measures**

The project updates for spectator and race support boats and cruise ships described above in Sections 11.2.6 and 11.2.7 required a revision to the air quality analyses for determining both construction and operational emissions that were presented in Chapter 5, Section 5.8, Air Quality, of the Draft EIR. In addition, in November 2011, the Bay Area Air Quality Management District (BAAQMD) provided updated guidance regarding the methodology for assessing acute health hazards. The revised methodology is consistent with direction from the California Air Resources Board (ARB) and does not recommend analyzing the acute health hazards associated with

acrolein in diesel particulate matter (DPM) because these emissions factors are uncertain. Until sampling methods for determining acrolein emissions factors improve, both the ARB and BAAQMD do not recommend analyzing the associated acute health hazards from this constituent of diesel exhaust. This revised methodology was applied to the revised analysis of acute health hazard that was presented in the Draft EIR, which also incorporated the updated assumptions for spectator and race support boats and cruise ships. This revised analysis is discussed in detail in Section 12.13 of this document and resulted in a reduction in the severity of the impacts compared to that presented in the Draft EIR. Please see Section 12.13 for a more detailed description of the change in methodology and the revised results of the acute health hazard analysis.

In addition, a number of air quality mitigation measures for the AC34 and Cruise Terminal projects presented in the Draft EIR have been revised and augmented in response to public comments received on the Draft EIR, and discussions with BAAQMD, and the coordination by the Port with BAE Systems, the Port's Pier 70 ship repair operator. Please see Chapter 12, Section 12.13, Response AQ-5, for the description and analysis of the updated and augmented air quality mitigation measures.

#### **11.2.8.1 Description of Updated and Augmented Air Quality Analyses and Mitigation Measures for AC34 Project**

The following is a list of the updated and augmented air quality measures that have been added to the EIR applicable to the AC34 project (deleted text is shown in ~~striketrough~~ and new text is underlined). Only the names of the mitigation measures are listed below, but the full text of the revised and augmented measures is presented in Chapter 12, Section 12.13, as well as in Chapter 13.

- **Mitigation Measure M- AQ- 2b: Off-Road Construction Equipment**
- **Mitigation Measure M-AQ-2c: Off- Road Construction Equipment - Electricity Use**
- **Mitigation Measure M-AQ-2d: Off- Road Construction Equipment - Best Management Practices (BMPs)**
- **Mitigation Measure M-AQ-2e: Off- Road Construction Equipment - Engine Standards for Harbor Craft Used in Construction**
- **Mitigation Measure M-AQ-2f: Fuels for Offroad Construction Equipment**
- **Mitigation Measure M-AQ-4a: Emission Controls for Race-Sponsored Spectator and Support Vessels**
- **Mitigation Measure M-AQ-4b: Temporary Shoreside Power for Large Private Yachts at Pier 27**
- **Mitigation Measure M-AQ-4c: Alternative and Low-Sulfur Fuels for Large Private Yachts and Race-Sponsored Vessels**

- Mitigation Measure M-AQ-4d: Return Pier 27 to the Port One Month after the Completion of the Match for Reconnection of Shoreside Power
- Mitigation Measure M-AQ-4e: Long-Term Shoreside Power at Pier 70
- Mitigation Measure M-AQ-5: Clean Diesel Engines Sources for Temporary Power at Venues

#### **11.2.8.2 Description of Updated and Augmented Air Quality Mitigation Measures for Cruise Terminal Project**

The following is a list of the augmented air quality measures that have been added to the EIR applicable to the Cruise Terminal project (new text is underlined). Only the names of the mitigation measures are listed below, but the full text of the revised and augmented measures is presented in Chapter 12, Section 12.13, as well as in Chapter 13.

- Mitigation Measure M-AQ-2b: Off-Road Construction Equipment
- Mitigation Measure M-AQ-2c: Off-Road Construction Equipment - Electricity Use
- Mitigation Measure M-AQ-2d: Off-Road Construction Equipment – Best Management Practices (BMPs)
- Mitigation Measure M-AQ-2f: Fuels for Offroad Construction Equipment
- Mitigation Measure M-AQ-4d: Return Pier 27 to the Port One Month after the Completion of the Match for Reconnection of Shoreside Power
- Mitigation Measure M-AQ-4e: Long-Term Shoreside Power at Pier 70

#### **11.2.8.3 Environmental Effects of Updated and Augmented Air Quality Mitigation Measures for AC34 and Cruise Terminal Projects**

The updated and augmented air quality mitigation measures would reduce the severity of air quality impacts for both the AC34 and Cruise Terminal projects presented in the Draft EIR. Although in all cases, for the air quality impacts to which these mitigation apply, the impact determinations would be the same as that identified in the Draft EIR. In other words, Impacts AQ-2, AQ-3, AQ-4, AQ-5, AQ-10, AQ-19, AQ-20, C-AQ-1, C-AQ-2, and C-AQ-3 would all remain significant and unavoidable with mitigation. Please see Chapter 12, Section 12.13, for detailed discussion of the updated and augmented air quality mitigation measures, including a quantified estimate of the reduction in emissions associated with the updated and augmented mitigation measures.

Implementation of one of the augmented mitigation measures would make the Renovation of Pier 27 Shed Variant (see EIR, Chapter 3, page 3-114) infeasible. The Pier 27 Shed Variant assumed that the core and shell of the cruise terminal would not be constructed until after the full completion of the AC34 events; full construction of the cruise terminal, and possibly demolition of the existing Pier 27 shed, would not occur until 2014, and operation of the cruise terminal would be delayed for one year. Reconnection of shoreside power would also be delayed by one

year. Mitigation Measure M-AQ-4d (Return Pier 27 to the Port One Month after the Completion of the Match for Reconnection of Shoreside Power) would require that the Event Authority return Pier 27 to the Port of San Francisco within one month after the completion of the Match and that the Port build Phase 2 of the Cruise Terminal in 2013 to 2014 to reinstall shoreside power by April 1, 2014. Implementation of this measure would reduce the duration of air quality impacts generated by the decommissioning of shoreside power and would also comply with state regulations for providing shoreside power for cruise ships. Consequently, construction of the cruise terminal and the delayed reconnection of shoreside power after the AC34 events as envisioned in this variant could not feasibly occur with implementation of this mitigation measure.

## 11.3 AC34 Project Variant

Since publication of the Draft EIR, the AC34 project sponsors have developed new project variant (i.e., AC34 Project Variant) that incorporate a number of design, construction, or operational refinements for the AC34 project. All of the new information described in the Project Updates, above, would also be incorporated into the AC34 Project Variant.

### 11.3.1 Description of AC34 Project Variant

#### 11.3.1.1 AC34 Project Variant Objectives

The AC34 Project Variant would have the identical project purpose and objectives as that of the Draft EIR AC34 project (Draft EIR, Vol. 1, Chapter 3, Section 3.2.1, page 3-3). The AC34 Project Variant would achieve all the project goals and objectives as the Draft EIR AC34 project.

#### 11.3.1.2 AC34 Project Variant Characteristics

The main project elements of the AC34 Project Variant would be substantially the same as those of the Draft EIR AC34 project (EIR, Vol. 1, Chapter 3, Sections 3.4, pages 3-25 to 3-94), with the addition of proposed project refinements discussed herein and including all Draft EIR project updates described above. **Table 11-2** presents a comparison summary of the AC34 events as proposed by the Draft EIR AC34 project and AC34 Project Variant with respect to the proposed AC34 race area, AC34 race schedule and proposed AC34 venue characteristics. All discretionary approvals and agencies involved with the AC34 Project Variant would be identical to those for the Draft EIR AC34 project (EIR, Vol. 1, Chapter 3, Section 3.7, pages 3-115 to 3-117) as revised in Section 11.2.4, above.

For the aspects of the AC34 Project Variant that are unchanged and therefore identical to the Draft EIR AC34 project, refer to the Draft EIR Chapter 3, Project Description, for a full description. The following focuses on the AC34 Project Variant project elements that differ from the Draft EIR project.

**TABLE 11-2**  
**COMPARISON SUMMARY OF THE AC34 EVENTS FOR THE**  
**DRAFT EIR AC34 PROJECT AND THE AC34 PROJECT VARIANT**

Location	Draft EIR AC34 Project	AC34 Project Variant
AC34 Race Area Refinements		
AC34 Race Area	<u>AC34 Race Area</u> The Draft EIR represented a preliminary maximum race area within which all AC34 sailing races would occur. This included an area roughly bounded by the San Francisco waterfront to the south, the Bay Bridge, Treasure Island, and Yerba Buena Island to the east; portions of southern Marin County (including Angel Island) to the north; and just beyond the Golden Gate Bridge to the west (see <b>Figures 1-1</b> and <b>3-2</b> ).	<u>Refined AC34 Maximum Area and New Primary Race Area:</u> The maximum race area has been refined (slightly smaller). In addition, a primary race area has been developed representing a smaller, refined area in which all AC34 sailing races would likely occur. The primary race area includes an area roughly bounded by the San Francisco waterfront on the south (to Piers 27-29 as the east limit); an area just north of Alcatraz to the north; and just beyond the Golden Gate Bridge to the west. See <b>Figure 11-1</b> for changes.  <u>Sensitive Resource Area Buffers</u> AC34 race-related motorized boating activities would be prohibited within 300 feet from the Crissy Field Wildlife Protection Area (WPA) and Alcatraz shorelines (see <b>Figure 11-1</b> ) in order to protect those sensitive resource areas.  <u>Helicopter Operation Buffers</u> AC34 race-related helicopter operations would be prohibited within at least 1,000 feet (vertical and horizontal) above Alcatraz and Crissy Field WPA in order to protect sensitive wildlife species in those locations.
Spectator Boat Areas	<u>Spectator Boat Areas</u> The Draft EIR presented preliminary spectator boat areas for viewing the AC34 races (illustrated in <b>Figures 1-1</b> and <b>3-2</b> ).	<u>Spectator Boat Areas</u> The proposed spectator areas for the refined AC34 race area are not finalized at this point, and would be developed by the AC34 project sponsors in consultation with the USCG.
AC34 2013 Race Schedule Refinements		
Tentative AC34 2012 Race Schedule	<u>America’s Cup World Series Events</u> One or two World Series events in August and September.  <u>Youth America’s Cup Series</u> Scheduled between the ACWS events	<u>America’s Cup World Series Event #1</u> 8/11/12 to 8/19/12  <u>America’s Cup World Series Event #2</u> 8/27/12 to 9/2/12  <u>Youth America’s Cup Series</u> Scheduled between the ACWS events
Tentative AC34 2013 Race Schedule	<u>Louis Vuitton Cup, America’s Cup Challenger Series</u> Early July to early September 2013	<u>Louis Vuitton Cup, America’s Cup Challenger Series</u> Opening Ceremony: 7/4/13 Exhibition Fleet Racing: 7/5/13 to 7/7/13 ACCS Match Series: 7/13/13 to 8/4/13* ACCS Semi-Final Series 8/10/13 to 8/18/13* Final ACCS Match Series 8/23/13 to 9/1/13*  * plus reserve days; see Table 11-3

**TABLE 11-2 (Continued)**  
**COMPARISON SUMMARY OF THE AC34 EVENTS FOR THE**  
**DRAFT EIR AC34 PROJECT AND THE AC34 PROJECT VARIANT**

Location	Draft EIR AC34 Project	AC34 Project Variant
<b>AC34 2013 Race Schedule Refinements (cont.)</b>		
<b>Tentative AC34 2013 Race Schedule (cont.)</b>	<u>Match</u> Best of 9 matches 9/7/13 to 9/22/13  <u>America's Cup Defender Series</u> Scheduled during non-race days or at different hours between the ACCS races  <u>Youth America's Cup Series</u> Scheduled between the ACCS and the Match events	<u>Match</u> Best of 9 matches: 9/7/13 to 9/22/13* * plus reserve days; see Table 11-3  <u>America's Cup Defender Series</u> Scheduled during non-race days or at different hours between the ACCS races  <u>Youth America's Cup Series</u> Scheduled between the ACCS and the Match events
<b>AC34 2012 Venue Refinements</b>		
<b>Piers 30-32 Brannan Street Wharf Open Water Basin</b>	<b>AC34 Primary Team Bases (Option 1)<sup>a</sup></b> <u>Temporary Facilities</u> <ul style="list-style-type: none"> <li>Tents and support modules</li> <li>Cranes (mobile or tower; 100-foot tall)</li> <li>boat washing and other team base facilities and equipment</li> <li>2,300 l.f. floating docks and gangways</li> <li>1,600 l.f. wave attenuators</li> <li>Anchored moorings for AC45 yachts</li> <li>Public access lane proposed on south side of Piers 30-32</li> </ul> <u>Permanent Improvements</u> <ul style="list-style-type: none"> <li>Seismic upgrades and repairs to Piers 30-32, including: <ul style="list-style-type: none"> <li>Repair and strengthen marginal wharf; install seismic joint, strengthen existing pier deck; install piles/caps to increase lateral capacity</li> <li>Install structure to raise depressed deck between Piers 30 and 32</li> <li>Install stormwater management features</li> </ul> </li> <li>Dredging 130,000 cy in Brannan Street Wharf OWB</li> </ul>	<b>AC34 Primary Team Bases (Option 1)<sup>a</sup></b> <u>Temporary Facilities</u> Same as Draft EIR AC34 Project, with the following refinements: <ul style="list-style-type: none"> <li>Reduced footprint on-deck for team tents and support modules</li> <li>No wave attenuators proposed</li> <li>Reconfigured anchored mooring locations for AC45 yachts</li> <li>Tower cranes would be 200 feet tall</li> <li>Public access lanes proposed on south and east sides of Piers 30-32</li> </ul> <u>Permanent Improvements</u> Same as Draft EIR AC34 Project, with the following refinements: <ul style="list-style-type: none"> <li>Dredging in Brannan Street Wharf OWB reduced from 130,000 cy to 110,000 cy</li> </ul>
<b>Pier 26 and Pier 28 Piers 28-30 Water Area</b>	<b>AC34 Primary Team Bases Support Facilities<sup>a</sup></b> <u>Temporary Facilities</u> <ul style="list-style-type: none"> <li>All temporary interior installations</li> </ul> <u>Permanent Improvements</u> <ul style="list-style-type: none"> <li>Fire, safety, and access improvements</li> <li>Roof and exterior wall repairs and replacement, lead paint and asbestos abatement, waterproofing, mechanical system upgrades, deck resurfacing, new utility services</li> <li>Dredging 6,000 cy between Pier 28 and Pier 30</li> <li>Possible apron and fender repairs</li> </ul>	<b>AC34 Primary Team Bases Support Facilities<sup>a</sup></b> <u>Temporary Facilities</u> Same as Draft EIR AC34 Project  <u>Permanent Improvements</u> Same as Draft EIR AC34 Project, with the following refinements: <ul style="list-style-type: none"> <li>Dredging between Pier 28 and Pier 30 reduced from 6,000 cy to 5,000 cy</li> <li>No apron or fender repairs proposed</li> </ul>



**TABLE 11-2 (Continued)**  
**COMPARISON SUMMARY OF THE AC34 EVENTS FOR THE**  
**DRAFT EIR AC34 PROJECT AND THE AC34 PROJECT VARIANT**

Location	Draft EIR AC34 Project	AC34 Project Variant
<i>AC34 2012 Venue Refinements (cont.)</i>		
<b>Pier 80</b>	<b>AC34 Ancillary Team Bases (Option 1)<sup>a</sup> / AC34 Primary Team Bases (Option 2)<sup>a</sup></b> <u>Temporary Facilities</u> <ul style="list-style-type: none"> <li>Tents and support modules</li> <li>Cranes (mobile or tower; 100-foot tall)</li> <li>Boat washing and other team base facilities and equipment</li> <li>400 l.f. (Option 1) / 1,000 l.f. (Option 2) floating docks</li> <li>Anchored moorings for AC45 yachts</li> <li>Potential helicopter barge</li> <li>Public access lane proposed on south side of Pier 80</li> </ul>	<b>AC34 Ancillary Team Bases (Option 1)<sup>a</sup> / AC34 Primary Team Bases (Option 2)<sup>a</sup></b> <u>Temporary Facilities</u> Same as Draft EIR AC34 Project, with following refinement: <ul style="list-style-type: none"> <li>Reduced footprint on-deck for team tents and support modules</li> <li>Tower cranes would be 200 feet tall</li> <li>No public access proposed on Pier 80</li> </ul>
<b>Helipad</b>	<b>Helipad Site Options</b> <u>Temporary Facilities</u> <ul style="list-style-type: none"> <li>Use of either existing helipad site on Treasure Island, or proposed helipad barge stationed at Pier 80</li> </ul>	<b>Helipad Site Options</b> <u>Temporary Facilities</u> Same as Draft EIR AC34 Project
<b>Pier 19 and Pier 19½</b>	<b>AC34 Operations<sup>b</sup></b> <u>Temporary Facilities</u> <ul style="list-style-type: none"> <li>All temporary interior installations</li> </ul> <u>Permanent Improvements</u> <ul style="list-style-type: none"> <li>Repair of the deck and piling for the north and south aprons, if needed</li> <li>Fire, safety, and access improvements, if needed</li> </ul>	<b>AC34 Operations<sup>b</sup></b> <u>Temporary Facilities</u> Same as Draft EIR AC34 Project, with the following refinements: <ul style="list-style-type: none"> <li>Use of Pier 19 for potential AC34 small boat maintenance activities</li> </ul> <u>Permanent Improvements</u> Same as Draft EIR AC34 Project, with the following refinements: <ul style="list-style-type: none"> <li>No apron or fender repair proposed on Pier 19 North or Pier 19½ (apron repairs on Pier 19 South only)</li> </ul>
<b>Marina Green</b>	<b>America's Cup Village</b> <u>Temporary Facilities</u> <ul style="list-style-type: none"> <li>Tents, displays and exhibitions, stages, bleacher seating</li> <li>500 l.f. floating dock and gangway</li> <li>Anchored moorings for 15 AC45 yachts</li> <li>Crane</li> </ul>	<b>America's Cup Village</b> <u>Temporary Facilities</u> Same as Draft EIR AC34 Project, with the following refinements: <ul style="list-style-type: none"> <li>Proposed number of anchored moorings for AC45 yachts reduced from 15 to 10</li> </ul>
<b>Crissy Field</b>	<b>AC34 Spectator Venue</b> <ul style="list-style-type: none"> <li>Tents, displays and exhibitions, stages, bleacher seating</li> </ul>	<b>AC34 Spectator Venue</b> <u>Temporary Facilities</u> Same as Draft EIR AC34 Project, with the following refinements: <ul style="list-style-type: none"> <li>Temporary fencing installed around proposed bleacher seating</li> </ul>
<b>Crissy Field East / Marina Green West</b>	<b>AC34 Spectator Venue</b> <u>Temporary Facilities</u> <ul style="list-style-type: none"> <li>Tents, displays and exhibitions, bleacher seating</li> </ul>	<b>AC34 Spectator Venue</b> <u>Temporary Facilities</u> Same as Draft EIR AC34 Project, with the following refinements: <ul style="list-style-type: none"> <li>Tent for hospitality/exhibition/media (tent No. 7 in proposed Crissy Field East/Marina Green West Venue Plan) may be relocated from grass area north to existing parking lot</li> </ul>

**TABLE 11-2 (Continued)**  
**COMPARISON SUMMARY OF THE AC34 EVENTS FOR THE**  
**DRAFT EIR AC34 PROJECT AND THE AC34 PROJECT VARIANT**

Location	Draft EIR AC34 Project	AC34 Project Variant
<b>AC34 2012 Venue Refinements (cont.)</b>		
<b>Fort Mason</b>	<b>AC34 Spectator Venue Temporary Facilities</b> <ul style="list-style-type: none"> <li>Temporary interior installations</li> <li>Satellite dish installation on Pier 3 apron</li> <li>Floating barge at Pier 2</li> <li>Potential berthing for spectator vessels</li> </ul>	<b>AC34 Spectator Venue Temporary Facilities</b> Same as Draft EIR AC34 Project, with the following refinements: <ul style="list-style-type: none"> <li>No proposed berthing for spectator vessels</li> </ul>
<b>Aquatic Park</b>	<b>AC34 Spectator Venue Temporary Facilities</b> <ul style="list-style-type: none"> <li>Tents or other small structures on land</li> <li>Video barge and boat displays anchored in lagoon</li> </ul>	<b>AC34 Spectator Venue Temporary Facilities</b> Same as Draft EIR AC34 Project, with the following refinements: <ul style="list-style-type: none"> <li>Proposed use of clear zones to separate temporary AC34 in-water facilities from public swimming and rowers/kayak use in Aquatic Park cove</li> </ul>
<b>Alcatraz</b>	<b>AC34 Spectator Venue Temporary Facilities</b> <ul style="list-style-type: none"> <li>Temporary interior installations for corporate and private functions</li> </ul>	<b>AC34 Spectator Venue Temporary Facilities</b> Same as Draft EIR AC34 Project
<b>Fort Baker Pier at Cavallo Point</b>	<b>AC34 Spectator Venue Temporary Facilities</b> <ul style="list-style-type: none"> <li>Temporary installations for corporate and private functions</li> </ul>	<b>AC34 Spectator Venue Temporary Facilities</b> Same as Draft EIR AC34 Project
<b>Live Sites (Justin Herman Plaza, Union Square, and San Francisco Civic Center)</b>	<b>AC34 Spectator Venue Temporary Facilities</b> <ul style="list-style-type: none"> <li>Temporary installations (e.g., outdoor television screens)</li> </ul>	<b>AC34 Spectator Venue Temporary Facilities</b> Same as Draft EIR AC34 Project
<b>AC34 2013 Venue Refinements</b>		
<b>Piers 30-32 Brannan Street Wharf Open Water Basin</b>	<b>AC34 Primary Team Bases<sup>a</sup> Temporary Facilities</b> <ul style="list-style-type: none"> <li>Tents and support modules</li> <li>Cranes, boat washing and other team base facilities and equipment</li> <li>2,300 l.f. floating docks and gangways</li> <li>1,600 l.f. wave attenuators</li> <li>Anchored moorings for AC72 yachts</li> <li>Public access lane proposed on south side of Piers 30-32</li> </ul> <b>Permanent Improvements (if not conducted as part of AC34 2012)</b> <ul style="list-style-type: none"> <li>Seismic upgrades and repairs to Piers 30-32, including:               <ul style="list-style-type: none"> <li>Repair and strengthen marginal wharf; install seismic joint, strengthen existing pier deck; install piles/caps to increase lateral capacity</li> <li>Install structure to raise depressed deck between Piers 30 and 32</li> </ul> </li> </ul>	<b>AC34 Primary Team Bases<sup>a</sup> Temporary Facilities</b> Same as Draft EIR AC34 Project, with the following refinements: <ul style="list-style-type: none"> <li>No wave attenuators proposed</li> <li>Reconfigured anchored mooring locations for AC72 yachts</li> <li>Berthing of spectator vessels at Piers 30-32 and associated anchors within portions of Brannan Street Wharf OWB</li> <li>Public access lanes proposed on south and east sides of Piers 30-32</li> </ul> <b>Permanent Improvements (if not conducted as part of AC34 2012)</b> Same as Draft EIR AC34 Project, with the following refinements: <ul style="list-style-type: none"> <li>Dredging in Brannan Street Wharf OWB reduced from 130,000 cy to 110,000 cy</li> <li>Seismic upgrades at Piers 30-32 to occur either before and/or after the Match (see Match dates, above)</li> </ul>

**TABLE 11-2 (Continued)**  
**COMPARISON SUMMARY OF THE AC34 EVENTS FOR THE**  
**DRAFT EIR AC34 PROJECT AND THE AC34 PROJECT VARIANT**

Location	Draft EIR AC34 Project	AC34 Project Variant
<i>AC34 2013 Venue Refinements (cont.)</i>		
<b>Piers 30-32 Brannan Street Wharf Open Water Basin (cont.)</b>	<ul style="list-style-type: none"> <li>- Install stormwater management features</li> <li>• Dredging 130,000 cy in Brannan Street Wharf OWB</li> </ul>	
<b>Pier 26 and Pier 28 Piers 28-30 Water Area</b>	<p><b>AC34 Primary Team Bases Support Facilities<sup>a</sup></b>  <u>Temporary Facilities</u></p> <ul style="list-style-type: none"> <li>• All temporary interior installations</li> <li>• 2,100 l.f. floating docks and gangways on Piers 26 and 28</li> </ul> <p><u>Permanent Improvements (if not conducted as part of AC34 2012)</u></p> <ul style="list-style-type: none"> <li>• Fire, safety, and access improvements</li> <li>• Roof and exterior wall repairs and replacement, lead paint and asbestos abatement, waterproofing, mechanical system upgrades, deck resurfacing, new utility services</li> <li>• Dredging 6,000 cy between Pier 28 and Pier 30</li> <li>• Possible apron and fender repairs</li> </ul>	<p><b>AC34 Primary Team Bases Support Facilities<sup>a</sup></b>  <u>Temporary Facilities</u></p> <p>Same as Draft EIR AC34 Project, with the following refinements:</p> <ul style="list-style-type: none"> <li>• No floating docks or gangways proposed on Pier 26 and Pier 28</li> </ul> <p><u>Permanent Improvements (if not conducted as part of AC34 2012)</u></p> <p>Same as Draft EIR AC34 Project, with following refinements:</p> <ul style="list-style-type: none"> <li>• Dredging between Pier 28 and Pier 30 reduced from 6,000 cy to 5,000 cy</li> <li>• No apron or fender repairs proposed</li> </ul>
<b>Pier 80</b>	<p><b>AC34 Ancillary Team Bases<sup>a</sup></b>  <u>Temporary Facilities</u></p> <ul style="list-style-type: none"> <li>• Tents and support modules</li> <li>• Cranes, boat washing and other team base facilities and equipment</li> <li>• 400 l.f. floating dock</li> <li>• Anchored moorings for AC72 yachts</li> <li>• Potential helicopter barge</li> <li>• Public access lane proposed on south side of Pier 80</li> </ul>	<p><b>AC34 Ancillary Team Bases<sup>a</sup></b>  <u>Temporary Facilities</u></p> <p>Same as Draft EIR AC34 Project, with the following refinement:</p> <ul style="list-style-type: none"> <li>• No public access proposed on Pier 80</li> </ul>
<b>Helipad</b>	<p><b>Helipad Site Options</b>  <u>Temporary Facilities</u></p> <ul style="list-style-type: none"> <li>• Use of either existing helipad site on Treasure Island, or proposed helipad barge stationed at Pier 80</li> </ul>	<p><b>Helipad Site Options</b>  <u>Temporary Facilities</u></p> <p>Same as Draft EIR AC34 Project</p>
<b>Seawall Lot 330</b>	<b>AC34 Parking</b>	<b>AC34 Parking</b> (Same as Draft EIR AC34 Project)
<b>Rincon Point Open Water Basin and Pier 14 North</b>	<p><b>AC34 Boat Berthing</b>  <u>Temporary Facilities</u></p> <ul style="list-style-type: none"> <li>• 1,300 l.f. floating dock and bow anchored moorings installed in Rincon Point OWB</li> </ul> <p><u>Permanent Improvements</u></p> <ul style="list-style-type: none"> <li>• Dredging of 29,000 cy in Rincon Point OWB</li> </ul>	<p><b>AC34 Boat Berthing</b>  <u>Temporary Facilities</u></p> <p>Refinements:</p> <ul style="list-style-type: none"> <li>• Proposed floating dock in Rincon Point Open Water Basin reduced from 1,300 l.f. to 600 feet; located south of Pier 14</li> <li>• New 450-foot long floating dock and gangway installed on north side of Pier 14</li> </ul> <p><u>Permanent Improvements</u></p> <p>Refinements:</p> <ul style="list-style-type: none"> <li>• New dredging in Pier 14 North, however, total net new dredging in Rincon Point OWB/Pier 14 North (when considering reduction in dredging within the Rincon Point OWB) is reduced from 29,000 cy to 24,000 cy</li> </ul>

**TABLE 11-2 (Continued)**  
**COMPARISON SUMMARY OF THE AC34 EVENTS FOR THE**  
**DRAFT EIR AC34 PROJECT AND THE AC34 PROJECT VARIANT**

Location	Draft EIR AC34 Project	AC34 Project Variant
<i>AC34 2013 Venue Refinements (cont.)</i>		
<b>Pier 9 (Broadway Open Water Basin)</b>	<b>AC34 Boat Berthing</b> <ul style="list-style-type: none"> <li>No temporary facilities or permanent improvements proposed at Pier 9</li> </ul>	<b>AC34 Boat Berthing</b> <u>Temporary Facilities</u> <ul style="list-style-type: none"> <li>550 l.f. floating dock, gangway and bow anchor moorings installed on south side of Pier 9</li> <li>Temporary public access railing on Pier 9 South apron</li> </ul> <u>Permanent Improvements</u> <ul style="list-style-type: none"> <li>10,000 cy of dredging in Pier 9 South</li> </ul>
<b>Pier 19 and Pier 19½</b>	<b>AC34 Operations<sup>b</sup></b> <u>Temporary Facilities</u> <ul style="list-style-type: none"> <li>All temporary interior installations</li> <li>600 l.f. floating docks and gangways installed on Pier 19 North</li> </ul> <u>Permanent Improvements</u> <ul style="list-style-type: none"> <li>Repair of the deck and piling for the north and south aprons, if needed</li> <li>Fire, safety, and access improvements, if needed</li> </ul>	<b>AC34 Operations<sup>b</sup></b> <u>Temporary Facilities</u> Same as Draft EIR AC34 Project, with the following refinements: <ul style="list-style-type: none"> <li>Use of Pier 19 for potential AC34 small boat maintenance activities</li> </ul> <u>Permanent Improvements</u> Same as Draft EIR AC34 Project, with the following refinements: <ul style="list-style-type: none"> <li>No apron or fender repair proposed on Pier 19 North or at Pier 19½</li> <li>Repair of apron at Pier 19 South</li> </ul> <i>See also discussion of post-AC34 event permanent public access improvements at Pier 19 in Section 11.3.1.8, below.</i>
<b>Pier 23</b>	<b>AC34 Operations<sup>b</sup></b> <u>Temporary Facilities</u> <ul style="list-style-type: none"> <li>Temporary interior installations</li> <li>Floating barge installed on piles at Pier 23</li> <li>1,400 l.f. of floating docks and gangways installed on Pier 23 North and South</li> <li>Potential broadcast booth installed on Pier 23 apron</li> <li>Public access lane proposed on west half of Pier 23 North</li> </ul> <u>Permanent Improvements</u> <ul style="list-style-type: none"> <li>Repair of the deck and piling for the north and south aprons, if needed</li> <li>Fire, safety and access improvements, if needed</li> </ul>	<b>AC34 Operations<sup>b</sup></b> <u>Temporary Facilities</u> Same as Draft EIR AC34 Project, with the following refinements: <ul style="list-style-type: none"> <li>No floating docks would be installed at Pier 23 South, reducing the length of proposed floating docks at Pier 23 to 780 feet</li> <li>No barge platform on piles at the end of Pier 23</li> <li>Public access lane proposed Pier 23 North</li> </ul> <u>Permanent Improvements</u> Same as Draft EIR AC34 Project  <i>See also discussion of post-AC34 event permanent public access improvements at Pier 23 in Section 11.3.1.8, below.</i>
<b>Piers 27-29 Northeast Wharf Open Water Basin Pier 29-31 Water Area</b>	<b>America's Cup Village</b> <u>Temporary Facilities</u> <ul style="list-style-type: none"> <li>Tents, displays and exhibitions, stages, bleacher seating</li> <li>2,100 l.f. floating docks, gangways and anchor bow moorings</li> <li>Crane</li> <li>Public access lanes proposed throughout</li> </ul>	<b>America's Cup Village</b> <u>Temporary Facilities</u> Same as Draft EIR AC34 Project

**TABLE 11-2 (Continued)**  
**COMPARISON SUMMARY OF THE AC34 EVENTS FOR THE**  
**DRAFT EIR AC34 PROJECT AND THE AC34 PROJECT VARIANT**

Location	Draft EIR AC34 Project	AC34 Project Variant
<i>AC34 2013 Venue Refinements (cont.)</i>		
<b>Piers 27-29 Northeast Wharf Open Water Basin Pier 29-31 Water Area (cont.)</b>	<u>Permanent Improvements</u> <ul style="list-style-type: none"> <li>Demolish Pier 27 shed and portion of Pier 29 shed, and construct new Pier 29 shed east/corner wall</li> <li>Demolish Pier 27 annex building</li> <li>Construct Pier 27 cruise terminal core building and shell</li> <li>Repair surface and provide Americans with Disabilities Act (ADA) access</li> <li>Repair the Piers 27-29 substructure, if needed</li> <li>Strengthen and seismically upgrade Pier 29 superstructure, if needed</li> <li>Repair Pier 29 apron and fendering, if needed</li> <li>Relocate shoreside power (temporary)</li> <li>Install stormwater management features</li> <li>Repair Piers 27-29 and Piers 29-31 marginal wharfs, if needed</li> </ul>	<u>Permanent Improvements</u> Same as Draft EIR AC34 Project, with the following refinements: <ul style="list-style-type: none"> <li>No seismic upgrading of Pier 29 superstructure</li> <li>Pier 29 substructure repairs up to 20 piles</li> <li>Repair Pier 27 apron fendering as needed</li> </ul>
<b>Other Water Areas Piers 9-15 water area Piers 17-19 water area</b>	<u>Potential AC34 Boat Berthing Permanent Improvements</u> <ul style="list-style-type: none"> <li>Possible apron and fender repairs at one or more of these areas</li> </ul>	No proposed improvements for, or use of either Piers 9-15 or Piers 17-19 water areas for AC34 events
<b>Marina Green</b>	<u>AC34 Spectator Venue Temporary Facilities</u> <ul style="list-style-type: none"> <li>Tents, displays and exhibitions, stage, bleacher seating</li> </ul>	<u>AC34 Spectator Venue Temporary Facilities</u> <ul style="list-style-type: none"> <li>Same as Draft EIR AC34 Project:</li> </ul>
<b>Crissy Field</b>	<u>AC34 Spectator Venue Temporary Facilities</u> <ul style="list-style-type: none"> <li>Tents, displays and exhibitions, stage, bleacher seating</li> </ul>	<u>AC34 Spectator Venue</u> Same as Draft EIR AC34 Project
<b>Crissy Field East / Marina Green West</b>	<u>AC34 Spectator Venue Temporary Facilities</u> <ul style="list-style-type: none"> <li>Tents, displays and exhibitions, bleacher seating</li> </ul>	<u>AC34 Spectator Venue Temporary Facilities</u> Same as Draft EIR AC34 Project, with the following refinements: <ul style="list-style-type: none"> <li>Tent for hospitality/exhibition/media (tent No. 7 in proposed Crissy Field East/Marina Green West Venue Plan) may be relocated from grass area north to existing parking lot</li> </ul>
<b>Fort Mason</b>	<u>AC34 Spectator Venue Temporary Facilities</u> <ul style="list-style-type: none"> <li>Temporary interior installations</li> <li>Satellite dish installation on Pier 3 apron</li> <li>Floating barge at Pier 2</li> <li>Potential berthing for spectator vessels</li> </ul>	<u>AC34 Spectator Venue Temporary Facilities</u> Same as Draft EIR AC34 Project, with the following refinements: <ul style="list-style-type: none"> <li>No proposed berthing for spectator vessels</li> </ul>
<b>Aquatic Park</b>	<u>AC34 Spectator Venue Temporary Facilities</u> <ul style="list-style-type: none"> <li>Tents or other small structures on land</li> <li>Video barge and boat displays in lagoon</li> </ul>	<u>AC34 Spectator Venue Temporary Facilities</u> Same as Draft EIR AC34 Project, with the following refinements: <ul style="list-style-type: none"> <li>Proposed use of clear zones to separate temporary AC34 in-water facilities from existing public swimming and rowers/kayak use in Aquatic Park cove</li> </ul>

**TABLE 11-2 (Continued)**  
**COMPARISON SUMMARY OF THE AC34 EVENTS FOR THE**  
**DRAFT EIR AC34 PROJECT AND THE AC34 PROJECT VARIANT**

Location	Draft EIR AC34 Project	AC34 Project Variant
<i>AC34 2013 Venue Refinements (cont.)</i>		
Alcatraz	<b>AC34 Spectator Venue Temporary Facilities</b> <ul style="list-style-type: none"> <li>Temporary interior installations for corporate and private functions</li> </ul>	<b>AC34 Spectator Venue Temporary Facilities</b> Same as Draft EIR AC34 Project
Fort Baker Pier at Cavallo Point	<b>AC34 Spectator Venue Temporary Facilities</b> <ul style="list-style-type: none"> <li>Temporary installations for corporate and private functions</li> </ul>	<b>AC34 Spectator Venue Temporary Facilities</b> Same as Draft EIR AC34 Project
Live Sites (Justin Herman Plaza, Union Square, and San Francisco Civic Center)	<b>AC34 Spectator Venue Temporary Facilities</b> <ul style="list-style-type: none"> <li>Temporary installations (e.g., outdoor television screens)</li> </ul>	<b>AC34 Spectator Venue Temporary Facilities</b> Same as Draft EIR AC34 Project

<sup>a</sup> Under Team Base Option 1, the temporary and permanent improvements listed in this table proposed at Piers 30-32, the Piers 32-36 OWB, Pier 26, and Pier 28 (with the exception of floating docks at Pier 26 and Pier 28) would be completed as part of the AC34 2012 event, in which case they would not be completed as part of the AC34 2013 event. This assumes all proposed temporary and/or permanent improvements at these locations would be completed, and associated required permits would be secured, in time for the 2012 event. See Draft EIR Project Description for additional detail.

<sup>b</sup> Permanent Improvements at Piers 19 and 19 ½ may occur as part of AC34 2012 or AC34 2013.

SOURCE: America's Cup Event Authority; AECOM, 2011

### 11.3.1.3 AC34 Race Area Refinements for AC34 Project Variant

#### *Maximum and Primary Race Areas*

The Draft EIR presented a preliminary proposed race area located in the Central Bay of San Francisco Bay within which all AC34 sailing races would occur (illustrated in Figures 1-1 and 3-2 in the Draft EIR). This race area represented the maximum area within which the actual AC34 race courses would be developed and the AC34 races would be conducted. On the basis of further discussions between the project sponsors and the U.S. Coast Guard regarding shipping lane traffic, experience gained in practice runs conducted this year in the Central Bay with the preliminary racing yachts (i.e., the 45-foot long racing yachts known as the AC45s) and other considerations, the maximum race area has been refined (slightly smaller); and a primary race area has been defined in the southern portion of the maximum race area along San Francisco's northern shoreline (see **Figure 11-1**) within which AC34 races would likely occur.

#### *Spectator Boat Areas*

The Draft EIR presented preliminary proposed areas in the Central Bay of San Francisco Bay for spectator boats to view the AC34 races (illustrated in Figures 1-1 and 3-2 in the Draft EIR). The proposed spectator areas for the refined AC34 race area are not finalized at this point, and would be developed by the AC34 project sponsors in consultation with the USCG.

### ***Sensitive Resource Area Buffers***

To protect sensitive species at Alcatraz Island and at Crissy Field Wildlife Protection Area (WPA) the project sponsors have agreed to prohibit race-related motorized boating activities within National Park Service (NPS)-designated offshore waters at those two locations (shown as “NPS sensitive resource areas” on Figure 11-1). Those resource areas extend 300 feet from the shoreline in both locations.

### ***Helicopter Operation Buffers***

The project sponsors have agreed to certain restrictions on proposed race-related helicopter operations for AC34. To protect sensitive wildlife species, the project sponsors would restrict helicopter operations such that helicopters would avoid air space within at least 1,000 feet (vertical and horizontal) above Alcatraz and Crissy Field WPA.

#### **11.3.1.4 AC34 2012 Race Schedule Refinements for AC34 Project Variant**

AC34 2012 would include the America’s Cup World Series (ACWS) events. America’s Cup Race Management (ACRM) has further refined the tentative proposed ACWS schedule, confirming two events would be held, and specifying the first ACWS event would occur between August 11 and August 19, 2012, and the second ACWS event would occur between August 27, 2012 and September 2, 2012.

In addition, as discussed in the Draft EIR, a Youth America’s Cup series (YAC) in 2012 is still in development, but it is expected that the YAC in 2012 would be a 4- to 5-day event and would be held between the two ACWS events.

The AC34 2012 race schedule refinements discussed above do not affect any previous assumptions stated in the Draft EIR regarding total race days.

#### **11.3.1.5 AC34 2013 Race Schedule Refinements for AC34 Project Variant**

AC34 2013 would include the Louis Vuitton Cup (LVC), America’s Cup Challenger Series (ACCS); potential America’s Cup Defender Series (ACDS); and the Match. As shown in **Table 11-3** on page 11-37, the ACRM has further refined the tentative proposed ACCS schedule, specifying an Opening Ceremony would occur on July 4, 2013, followed by ACCS exhibition fleet racing on July 5 through July 7, 2013; ACCS match racing series (round robins) between July 13 and August 4, 2013; ACCS semi-final series between August 10 and August 18, 2013 (best of 7); and the ACCS Final Match series (best of 9) between August 23 and September 1, 2013.

Racing would culminate with the Match series between the Defender and the Challenger (winner of the ACCS), a best of nine matches, planned between September 7 and September 22, 2013. As previously discussed in the Draft EIR, a possible America’s Cup Defender Series (ACDS) would be scheduled during non-race days or at different hours between the ACCS races. In addition, as discussed in the Draft EIR, a Youth America’s Cup series (YAC) in 2013 is still in development, but it is expected that the YAC in 2013 would be a 4- to 5-day event and would be held between the ACCS and the Match events.





SOURCE: Google, AECOM, ESA

Case No. 2010.0493E: AC34 / Cruise Terminal and Northeast Wharf Plaza (210317)

**Figure 11-1**

AC34 Project Variant: AC34 Race Area Refinements

Note: Proposed AC34 spectator boat areas to be developed in consultation with U.S. Coast Guard



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**TABLE 11-3**  
**REFINED AC34 2013 TENTATIVE RACE SCHEDULE**

Saturday Aug	Sunday Aug	Monday 1 July	Tuesday 2 July	Wednesday 3 July	Thursday 4 July	Friday 5 July
					OPENING CEROMONY	FLEET RACES ALL YACHTS
6 July	7 July	8 July	9 July	10 July	11 July	12 July
FLEET RACES ALL YACHTS	FLEET RACES ALL YACHTS					
13 July	14 July	15 July	16 July	17 July	18 July	19 July
LVC SERIES 1	LVC SERIES 1			LVC SERIES 2	LVC SERIES 2	LVC SERIES 2
fleet racing	fleet racing	Reserve day	Reserve day	Match Racing	Match Racing	Match Racing
2 races per day						
20 July	21 July	22 July	23 July	24 July	25 July	26 July
LVC SERIES 2	LVC SERIES 2		LVC SERIES 2	LVC SERIES 2		
Match Racing	Match Racing	Reserve day	Match Racing	Match Racing	Reserve day	Reserve day
27 July	28 July	29 July	30 July	31 July	1 August	2 August
LVC SERIES 3	LVC SERIES 3	LVC SERIES 3			LVC SERIES 3	LVC SERIES 3
Match Racing	Match Racing	Match Racing	Reserve day	Reserve day	Match Racing	Match Racing
3 August	4 August	5 August	6 August	7 August	8 August	9 August
LVC SERIES 3	LVC SERIES 3					
Match Racing	Match Racing	Reserve day	Reserve day	Reserve day	Reserve day	Reserve day
10 August	11 August	12 August	13 August	14 August	15 August	16 August
Semi Finals - 1	Semi Finals - 2	Semi Finals - 3			Semi Finals - 4	Semi Finals - 5
2 Races	2 Races	2 Races	Reserve day	Reserve day	2 Races	2 Races
17 August	18 August	19 August	20 August	21 August	22 August	23 August
Semi Finals - 6	Semi Finals - 7					Finals - 1
2 Races	2 Races	Reserve day	Reserve day	Reserve day	Reserve day	1 Race
24 August	25 August	26 August	27 August	28 August	29 August	30 August
Finals - 2	Finals - 3	Finals - 4	Finals - 5		Finals - 6	Finals - 7
1 Race	1 Race	1 Race	1 Race	Reserve day	1 Race	1 Race
31 August	1 September	2 September	3 September	4 September	5 September	6 September
Finals - 8	Finals - 9					
1 Race	1 Race	Reserve day	Reserve day	Reserve day	Reserve day	Reserve day
7 September	8 September	9 September	10 September	11 September	12 September	13 September
America's Cup Race #1	America's Cup Race #2					America's Cup Race #3
		Reserve day	Reserve day	Reserve day	Reserve day	
14 September	15 September	16 September	17 September	18 September	19 September	20 September
America's Cup Race #4	America's Cup Race #5				America's Cup Race #6	America's Cup Race #7
		Reserve day	Reserve day	Reserve day		
21 September	22 September	23 September	24 September	25 September	26 September	27 September
America's Cup Race #8	America's Cup Race #9					
		Reserve day	Reserve day			

- LVC = Louis Vuitton Cup, America's Cup Challenger Series (or ACCS); America's Cup = the Match
- A possible America's Cup Defender Series would be scheduled during non-race days or at different hours between the ACCS races.
- A 4 to 5-day Youth America's Cup would also be held in 2013 between the ACCS and the Match events.

SOURCE: ACRM, 2011

The AC34 2013 race schedule refinements discussed above do not affect any previous assumptions stated in the Draft EIR regarding total race days.

### **11.3.1.6 AC34 Venue Refinements for AC34 Project Variant**

#### ***AC34 2012 Venue Plan Refinements***

**Figure 11-2** presents the proposed venue plan for the AC34 Project Variant for AC34 2012. The following discussion presents additional detail on specific proposed refinements to proposed AC34 venues and associated facilities under the AC34 Project Variant.

#### **Team Base Options**

Under the AC34 Project Variant, as with the Draft EIR AC34, two team base options are possible. Under the preferred team base option (Team Base Option 1), Piers 30-32 and Brannan Street Wharf Open Water Basin would serve as the primary team bases, the Pier 26 and Pier 28 sheds would serve as the primary team base support, and Pier 80 would be used as the ancillary team base, for AC34 2012. Team Base Option 1 is predicated on all proposed temporary and/or permanent improvements at these locations being completed, and associated required permits being secured, in time for the 2012 event. Otherwise, as described in Team Base Option 2, Pier 80 would serve as the primary team bases for AC34 2012, and Piers 30-32, Brannan Street Wharf Open Water Basin, Pier 26, and Pier 28 would not be used for the 2012 event. Both team base options are described below.

#### ***Team Base Option 1 (Preferred Team Base Option)***

**Primary Team Bases at Piers 30-32 and Brannan Street Wharf Open Water Basin.** A preliminary site plan for the proposed primary team bases and associated facilities at Piers 30-32 and the adjacent Brannan Street Wharf OWB for AC34 2012 under the preferred team base option (Team Base Option 1) for the AC34 Project Variant is presented in **Figure 11-3**. As shown in Figure 11-3, the on-deck footprint for team base tents and support modules for the AC34 Project Variant would be largely reduced compared to that assumed for the Draft EIR AC34 project, leaving the north side of Piers 30-32 largely uncovered. Tower cranes up to 200 feet in height would be utilized at Piers 30-32, taller than the 100-foot high cranes indicated for the Draft EIR AC34 project. In addition, public access on Piers 30-32 under the AC34 Project Variant would be increased compared to that proposed with the Draft EIR AC34 project, adding a public access lane along the outboard (east) side of Piers 30-32, in addition to the previously proposed public access lane along the piers south side.

In-water facilities for the AC34 Project Variant would also be less overall than under the Draft EIR AC34 project. Specifically, the AC34 Project Variant would not install any wave attenuators at Piers 30-32 or the adjacent Brannan Street Wharf OWB. A representative illustration of potential berthing and mooring of boats at Piers 30-32 and Brannan Street Wharf OWB is presented in Figure 11-3.





SOURCE: Google Maps; ESA

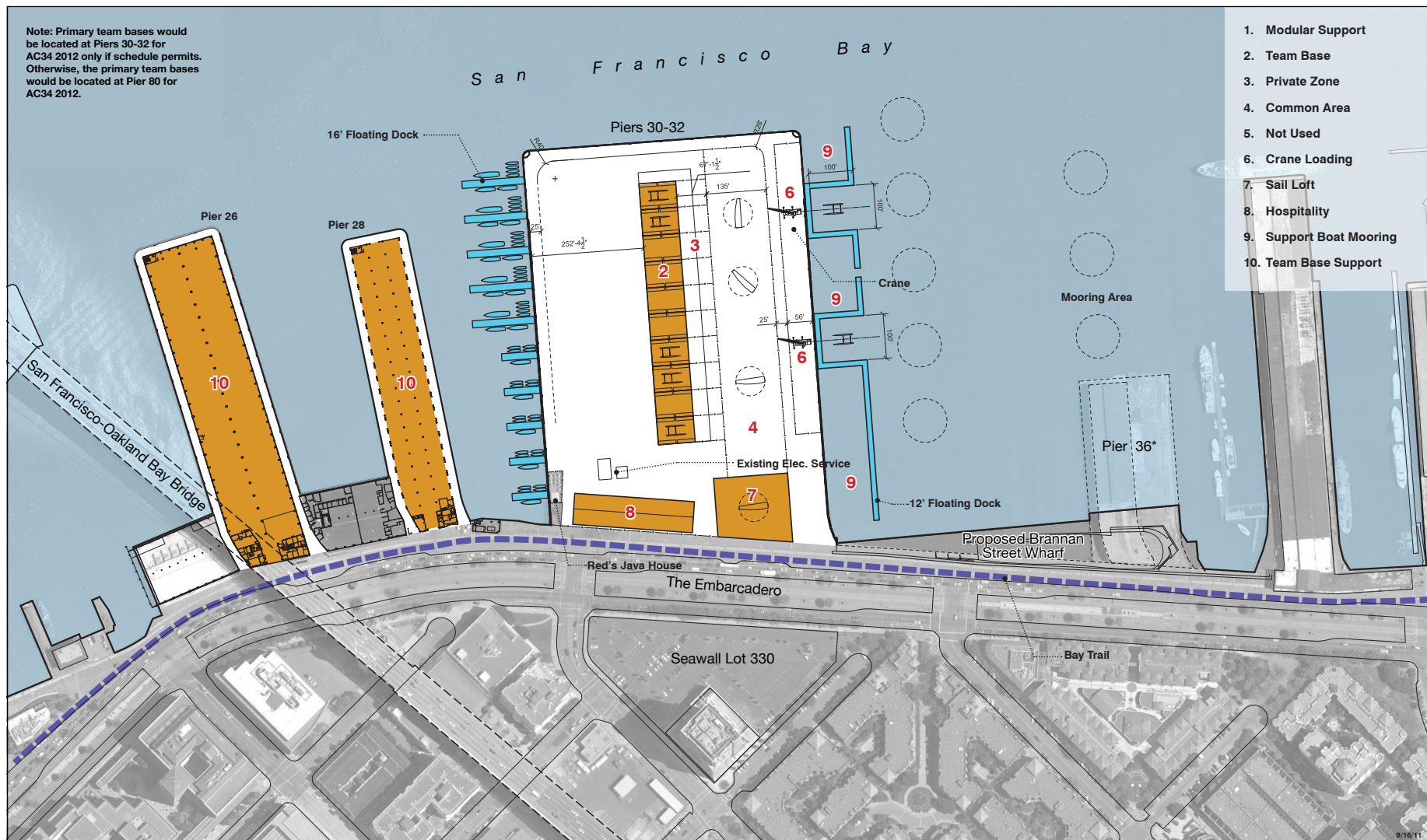
Case No. 2010.0493E: AC34 / Cruise Terminal and Northeast Wharf Plaza (210317)

**Figure 11-2**

AC34 Project Variant: AC34 2012 Proposed Venue Plan



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Note: Pier 36 to be removed as part of proposed Brannan Street Wharf project

SOURCE: AECOM

Case No. 2010.0493E: AC34 / Cruise Terminal and Northeast Wharf Plaza (210317)

**Figure 11-3**  
AC34 Project Variant: Preferred Team Base (Option 1) for AC34 2012 - Primary Team Bases at Piers 30-32 and Brannan Street Wharf Open Water Basin, and Team Base Support at Pier 26 and Pier 28

In terms of permanent improvements, the AC34 Project Variant would result in less dredging in the Brannan Street Wharf OWB compared to the Draft EIR AC34 project (110,000 cy for the AC34 Project Variant, 20,000 cy less than the Draft EIR AC34 project).

**Primary Team Bases Support Facilities at Pier 26 and Pier 28.** A preliminary site plan for the proposed team bases support facilities at Pier 26 and Pier 28 for AC34 2012 under the preferred team base option (Team Base Option 1) for the AC34 Project Variant is presented in Figure 11-3.

In contrast to the Draft EIR AC34 project, no potential apron or fender repairs would occur at Pier 26 and Pier 28 under the AC34 Project Variant. The AC34 Project Variant would also result in slightly less dredging between Pier 28 and Pier 30 compared to the Draft EIR AC34 project (6,000 cy for the AC34 Project Variant, 1,000 cy less than the Draft EIR AC34 project).

**Ancillary Team Base at Pier 80.** Under the AC34 Project Variant, for the proposed ancillary team base facilities at Pier 80 for AC34 2012, the on-deck footprint for team base tents and support modules for the AC34 Project Variant would be reduced compared to that assumed for the Draft EIR AC34 project. Tower cranes up to 200 feet in height would be utilized at Pier 80 under the AC34 Project Variant, taller than the 100-foot high cranes discussed for the Draft EIR AC34 project. Also, no public access would be provided on Pier 80 during the event under the AC34 Project Variant.

***Team Base Option 2 (Pier 80 Primary Team Bases Option)***

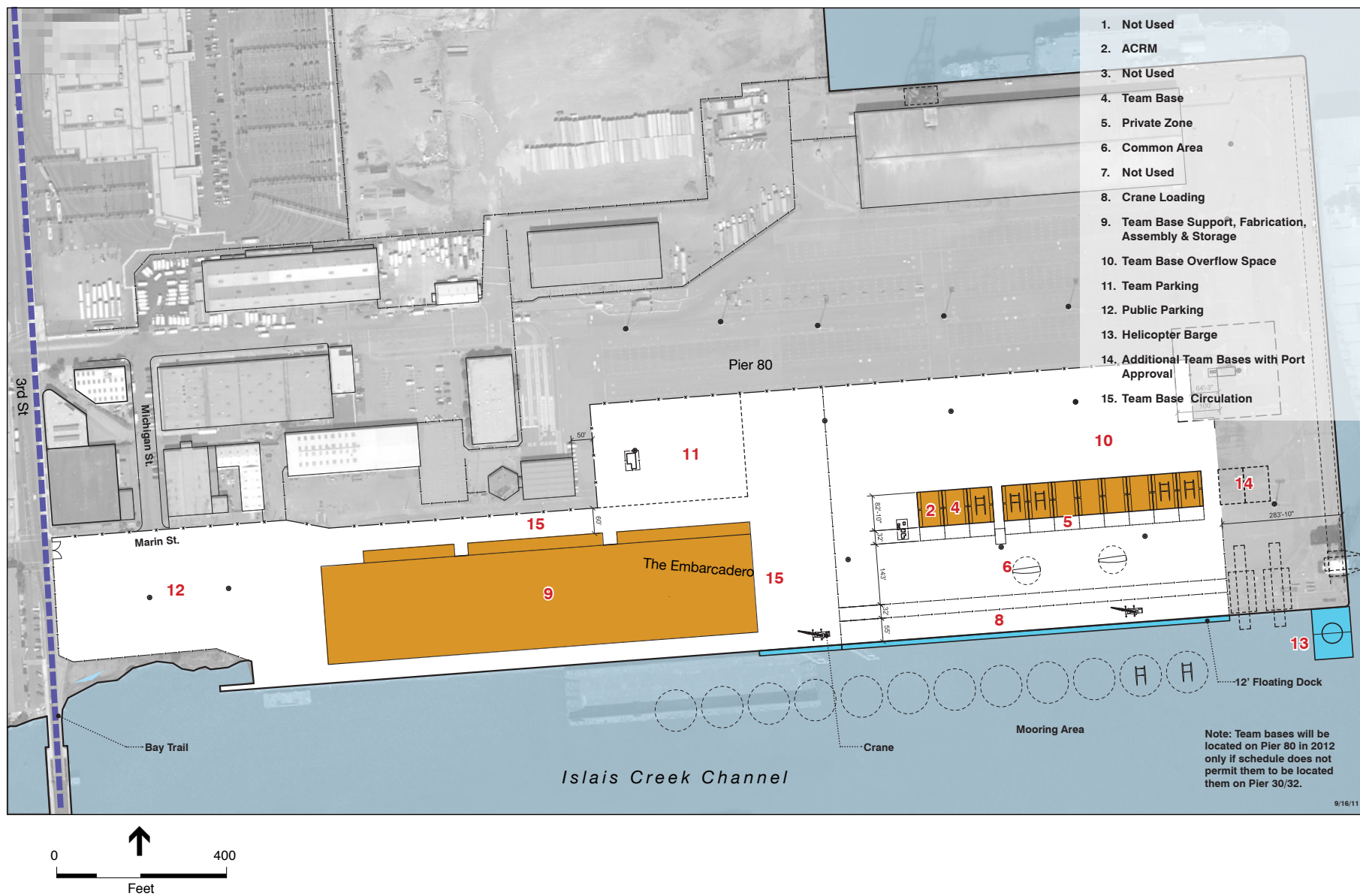
Under Team Base Option 2, Pier 80 would serve as the proposed primary team base site for AC34 2012. The preliminary site plan for primary team bases at Pier 80 under Team Base Option 2 under the AC34 Project Variant is presented in **Figure 11-4**. Similar to Team Base Option 1, the differences in the Team Base Option 2 site plan under the AC34 Project Variant from that of the Draft EIR AC34 project are that under the AC34 Project Variant, the on-deck footprint for team base tents and support modules would be reduced, taller tower cranes would be utilized, and no public access would be provided on Pier 80 during the event.

**Helipad**

Under the AC34 Project Variant the helipad site options (i.e., either the southeast corner of Treasure Island, as shown in **Figure 11-5**; or on a barge equipped with a helipad stationed at the southeast corner of Pier 80 as shown in Figure 11-4) and proposed helipad use would be identical to the Draft EIR AC34 project. See also discussion of proposed Helicopter Operation Buffers under AC34 Race Area Refinements, above.

**Pier 19 and Pier 19½**

In contrast to the Draft EIR AC34 project, no potential apron or fender repairs would occur at Pier 19 North or Pier 19½ under the AC34 Project Variant, although apron repairs may still occur on Pier 19 South. Also, under the AC34 Project Variant, in addition to proposed use of Pier 19 for AC34 operations, Pier 19 may also be used for small boat maintenance activities. All such maintenance activities would occur inside the existing Pier 19 shed; mobile hoists would be used to lift boats in and out of the water and move the boats in and out of the shed.



SOURCE: AECOM

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**Figure 11-4**  
 AC34 Project Variant: Team Base Option 2 for AC34 2012 -  
 Primary Team Bases at Pier 80





SOURCE: Google Maps; ESA

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**Figure 11-5**  
AC34 Project Variant: Helipad Location at Treasure Island

### **Marina Green**

The preliminary site plan for the AC Village at Marina Green in 2012 for the AC34 Project Variant is presented in **Figure 11-6**. The only change at the Marina Green venue under the AC34 Project Variant compared to the Draft EIR AC34 project is that the number of proposed temporary off-shore anchored moorings would be reduced from 15 to 10.

### **Crissy Field**

The preliminary site plan for the AC Village at Marina Green in 2012 for the AC34 Project Variant is presented in **Figure 11-7**. The only change at the Crissy Field venue under the AC34 Project Variant compared to the Draft EIR AC34 project is that temporary fencing is proposed to be installed around the temporary bleacher seating.

### **Crissy Field East / Marina Green West**

The preliminary site plan for the Crissy Field East / Marina Green West venue in 2012 under the AC34 Project Variant is presented in **Figure 11-8**. The only potential change that would occur under the AC34 Project Variant in 2012 compared to the Draft EIR AC34 project is that the tent proposed for hospitality/ exhibition/media (tent no. 7 in Figure 11-8) in Marina Green West may be relocated from the grass area north to an existing paved parking lot.

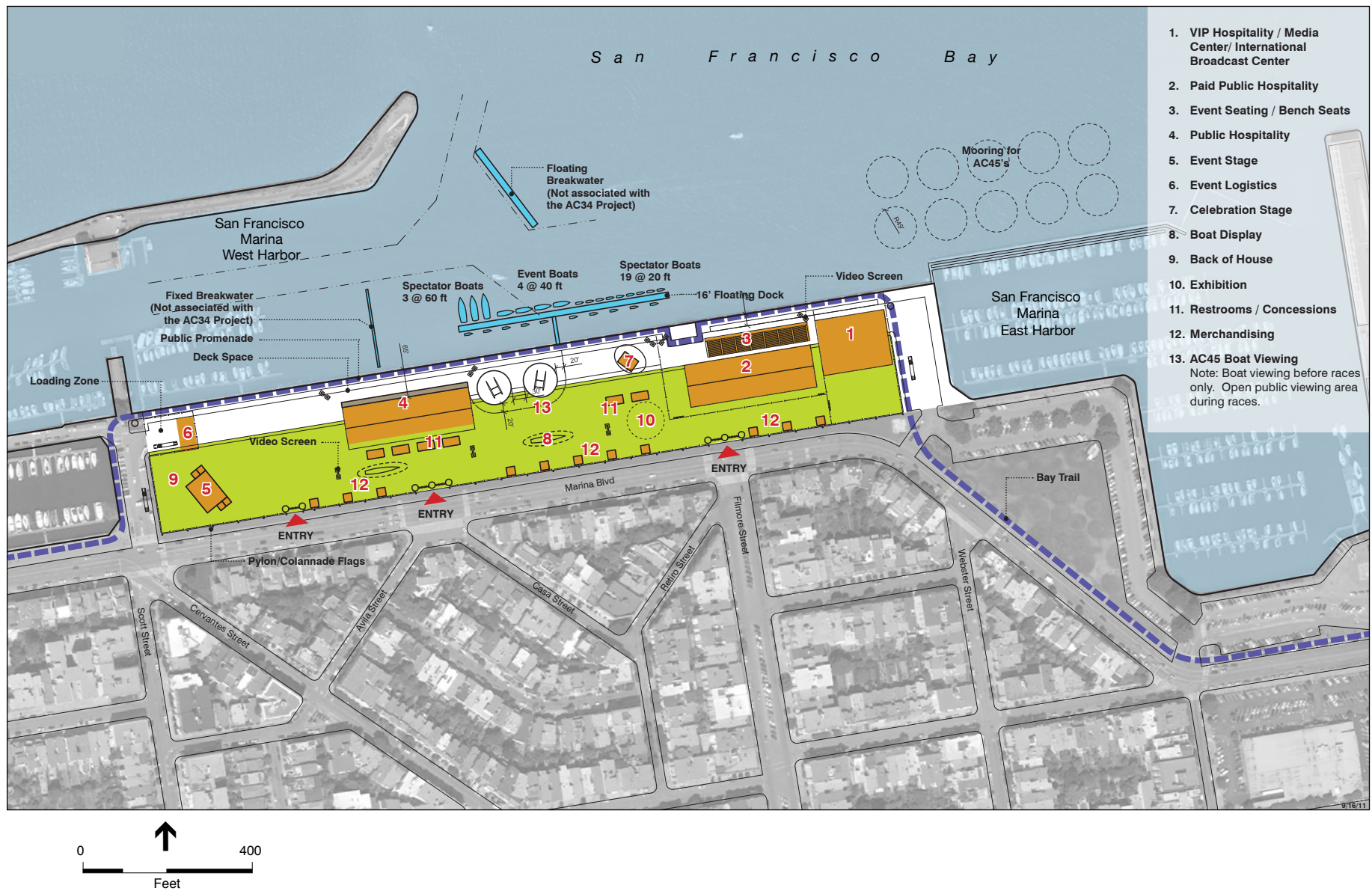
### **Fort Mason**

The preliminary site plan for the Fort Mason venue under the AC34 Project Variant is presented in **Figure 11-9**. The only change that would occur under the AC34 Project Variant in 2012 compared to the Draft EIR AC34 project is that Fort Mason would not serve as a potential berthing site for spectator vessels.

### **Aquatic Park**

The preliminary site plan for the Aquatic Park venue under the AC34 Project Variant is presented in **Figure 11-10**. The proposed management of the Aquatic Park cove during the AC34 events has been clarified and refined under the AC34 Project Variant. Acknowledging the unique recreational attributes of Aquatic Park, the inner perimeter of the Aquatic Park cove would be retained as clear space throughout the duration of the AC34 events for swimming, rowing, kayaking, and other ongoing uses. The clear zone would be a minimum of 100 feet wide along the Municipal Pier perimeter, 150 feet wide between the ships permanently moored at the Hyde Street Pier and the proposed AC34 boat exhibitions, and approximately 100 feet wide between the existing swim marker buoys and the proposed AC34 boat exhibitions/video barge.

The proposed refinements to the Aquatic Park venue plan would allow continued use of the Aquatic Park cove for swimming and rowing, and kayaking throughout the duration of the AC34 events. Establishment of the clear zone, control of boats attempting to enter the cove, and the secure mooring of the limited AC34 related exhibits would allow for safe movement within the cove by swimmers and rowers and kayakers.

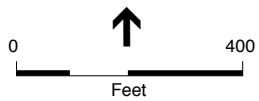


SOURCE: AECOM

Case No. 2010.0493E: AC34 / Cruise Terminal and Northeast Wharf Plaza (210317)

**Figure 11-6**  
AC34 Project Variant: Proposed AC Village  
at Marina Green for AC34 2012

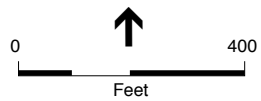
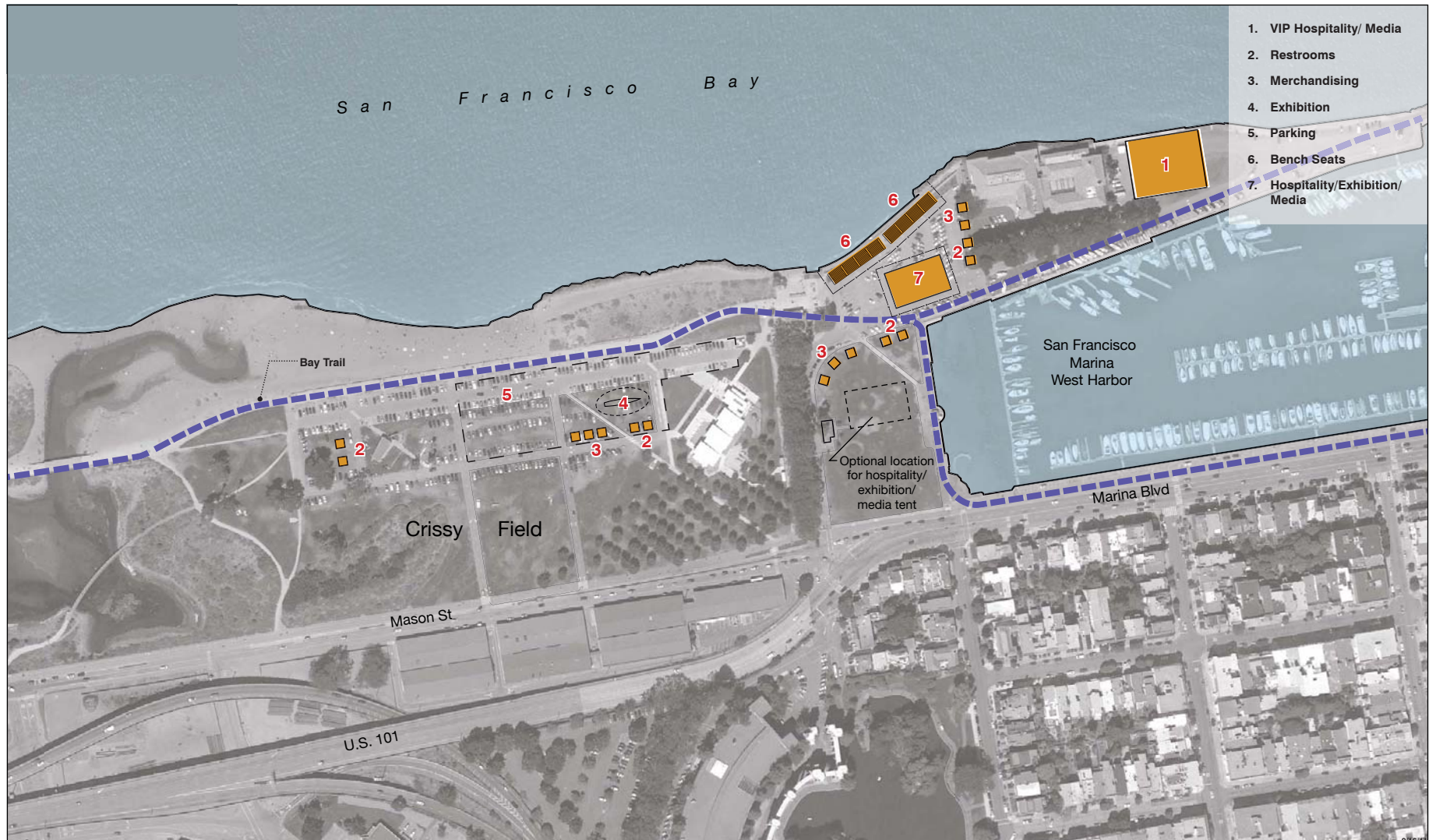




SOURCE: AECOM

Case No. 2010.0493E: AC34 / Cruise Terminal and Northeast Wharf Plaza (210317)

**Figure 11-7**  
AC34 Project Variant: Proposed Crissy Field Venue Plan

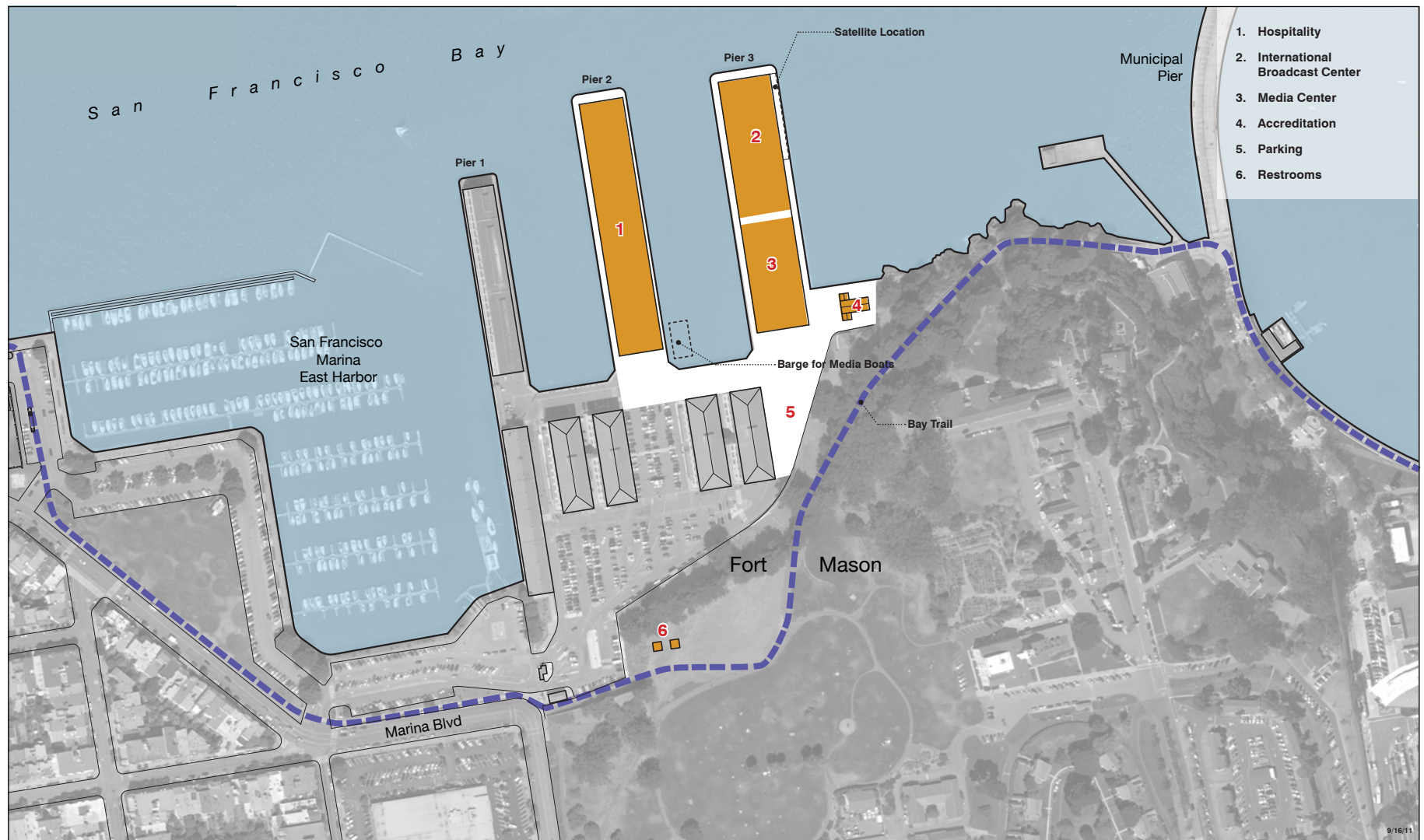


SOURCE: AECOM

Case No. 2010.0493E: AC34 / Cruise Terminal and Northeast Wharf Plaza (210317)

**Figure 11-8**  
AC34 Project Variant: Proposed Crissy Field East /  
Marina Green West Venue Plan



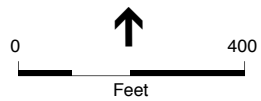
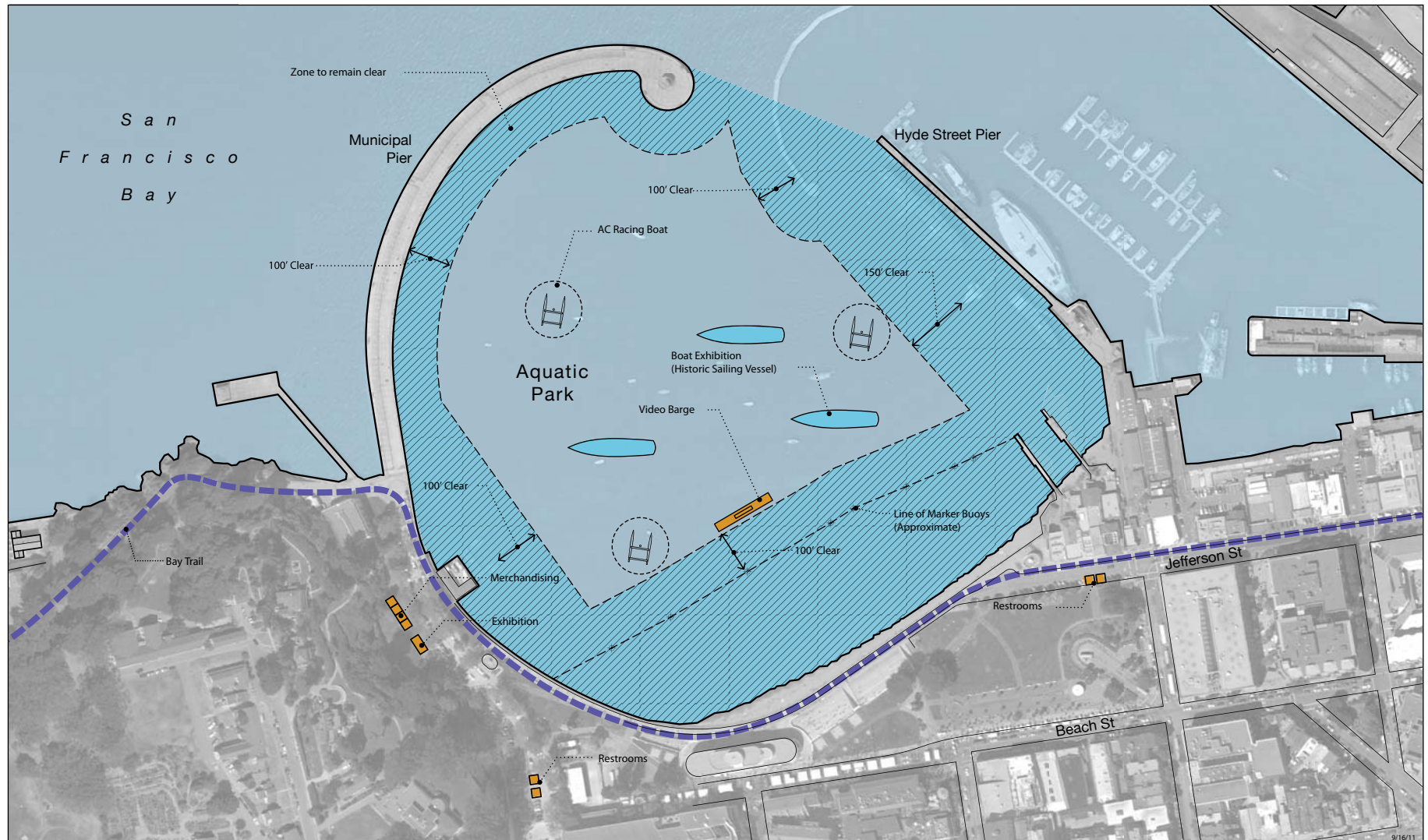



SOURCE: AECOM

Case No. 2010.0493E: AC34 / Cruise Terminal and Northeast Wharf Plaza (210317)

**Figure 11-9**

AC34 Project Variant: Proposed Fort Mason Venue Plan for AC34 2012



 Proposed clear zone for swimming, rowing and kayaking

SOURCE: AECOM

Case No. 2010.0493E: AC34 / Cruise Terminal and Northeast Wharf Plaza (210317)

**Figure 11-10**  
AC34 Project Variant: Proposed Aquatic Park Venue Plan

### **Alcatraz**

Under the AC34 Project Variant the proposed use of the Alcatraz venue, as shown in **Figure 11-11**, would be identical to that proposed under the Draft EIR AC34 project.

### **Fort Baker at Cavallo Point**

Under the AC34 Project Variant the proposed use of the Fort Baker Pier at Cavallo Point venue, as shown in **Figure 11-12**, would be identical to that proposed under the Draft EIR AC34 project.

### **AC34 Live Sites**

Under the AC34 Project Variant the proposed use of the AC34 Live Site venues would be identical to that proposed under the Draft EIR AC34 project.

### ***AC34 2013 Venue Refinements***

**Figure 11-13** presents the proposed venue plan for the AC34 Project Variant for AC34 2013. The following discussion presents additional detail on specific proposed refinements to proposed AC34 venues and associated facilities under the AC34 Project Variant.

### **Piers 30-32 and Brannan Street Wharf Open Water Basin**

A preliminary site plan for the proposed team bases and other proposed facilities at Piers 30-32 and the adjacent Brannan Street Wharf OWB for AC34 2013 under the AC34 Project Variant is presented in **Figure 11-14**. If Piers 30-32 and the Brannan Street Wharf OWB are also the primary team bases for AC34 2012 (i.e., Team Base Option 1, described above under AC34 2012), then the associated temporary team base facilities (including team base tents and modules, and in-water facilities, including floating docks and anchorage field) that are in place for AC34 2012 would remain at Piers 30-32 and the Brannan Street Wharf OWB and would be used through the AC34 2013 event. Under this condition, since the permanent improvements described under Team Base Option 1 for Piers 30-32 (e.g., seismic upgrades and repair) and the Brannan Street Wharf OWB (i.e., dredging) would be completed prior to the AC34 2012 event, no additional permanent improvements would occur at this location for AC34 2013. Otherwise, if Team Base Option 2 is implemented for the AC34 2012 event, these permanent improvements would occur as part of the AC34 2013 event.

As was discussed for 2012, taller cranes (up to 200 feet in height) would be utilized at Piers 30-32 under the AC34 Project Variant, taller than the 100-foot high cranes discussed for the Draft EIR AC34 project. In addition, the public access on Piers 30-32 under the AC34 Project Variant for 2013 would be increased compared to that proposed with the Draft EIR AC34 project, adding a public access lane along the east side of Piers 30-32, in addition to the previously proposed public access lane along the piers south side.

Similarly, as would be the case in 2012, in-water facilities for the AC34 Project Variant in 2013 would be less overall than under the Draft EIR AC34 project, as no wave attenuators would occur at Piers 30-32 or the adjacent Brannan Street Wharf OWB in 2013. For the AC34 2013 event, Piers 30-32 and the Brannan Street Wharf OWB would be used for potential berthing of spectator



vessels. A representative illustration of potential berthing and mooring of boats at Piers 30-32 and Brannan Street Wharf OWB is presented in Figure 11-14.

### **Pier 26 and Pier 28**

A preliminary site plan for the proposed primary team base support facilities at Pier 26 and Pier 28 for AC34 2013 for the AC34 Project Variant is presented in Figure 11-14. Under the AC34 Project Variant, and in contrast to the Draft EIR AC34 Project, no floating docks would be installed at either Pier 26 or Pier 28.

With respect to permanent improvements, in contrast to the Draft EIR AC34 Project, no apron and fender repairs would occur under the AC34 Project Variant. If the dredging proposed between Pier 28 and Pier 30 is not completed prior to the AC34 2012 event, then it would occur as part of the AC34 2013 event, and a reduced amount of dredging would occur under the AC34 Project Variant (5,000 cy) compared to the Draft EIR AC34 project (6,000 cy).

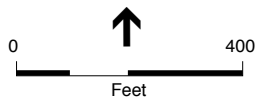
### **Pier 80 (Proposed Ancillary Team Base)**

A preliminary site plan for the proposed ancillary team base facilities at Pier 80 for AC34 2013 for the AC34 Project Variant is presented in **Figure 11-15**. Similar to 2012, the difference in the Pier 80 site plan in 2013 under the AC34 Project Variant compared to the Draft EIR AC34 project is that taller cranes would be utilized, and no public access would be provided on Pier 80 for the AC34 Project Variant during the event.

### **Rincon Point Open Water Basin / Pier 14 North**

Under the AC34 Project Variant, a combination of a reduced use of the Rincon Point OWB and new use of Pier 14 North for proposed temporary berthing facilities for event sponsor and/or private spectator boats would occur for 2013. A preliminary site plan for the proposed berthing facilities in the Rincon Point OWB and Pier 14 North for the AC34 Project Variant is presented in **Figure 11-16**. The floating dock proposed within Rincon Point OWB under the Draft EIR AC34 project would be reduced in length from approximately 1,300 feet to 600 feet in length under the AC34 Project Variant, with proposed facilities located just south of Pier 14. The amount of associated bow anchored moorings required within this water basin would also be proportionally reduced. However, under the AC34 Project Variant, and in contrast to the Draft EIR AC34 project, an approximate 450-foot long floating dock, gangway and associated bow anchored moorings would also be installed on north side of Pier 14.

New dredging at Pier 14 North would also be required under the AC34 Project Variant, along with a reduced amount of dredging within the Rincon Point OWB compared to the Draft EIR AC34 project. The total net new dredging at Pier 14 North / Rincon Point OWB compared to the Draft EIR AC34 project variant would be reduced from 29,000 to 24,000 cy.



SOURCE: AECOM

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**Figure 11-11**  
AC34 Project Variant: Proposed Alcatraz Venue Plan



SOURCE: AECOM

Case No. 2010.0493E: AC34 / Cruise Terminal and Northeast Wharf Plaza (210317)

**Figure 11-12**  
AC34 Project Variant: Proposed Fort Baker Pier at Cavallo Point Venue Plan





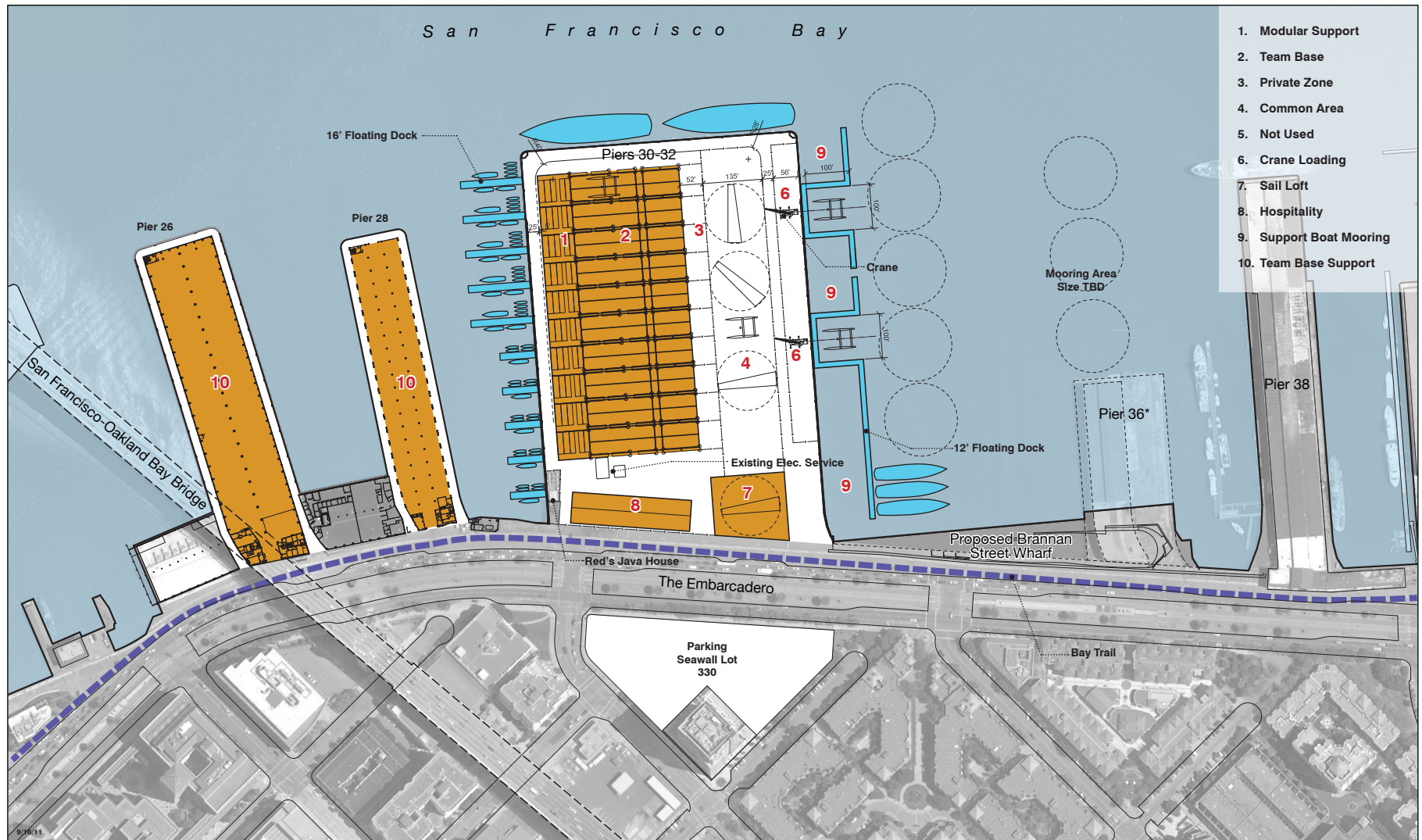
SOURCE: Google Maps; ESA

Case No. 2010.0493E: AC34 / Cruise Terminal and Northeast Wharf Plaza (210317)

**Figure 11-13**  
AC34 Project Variant: AC34 2013 Proposed Venue Plan



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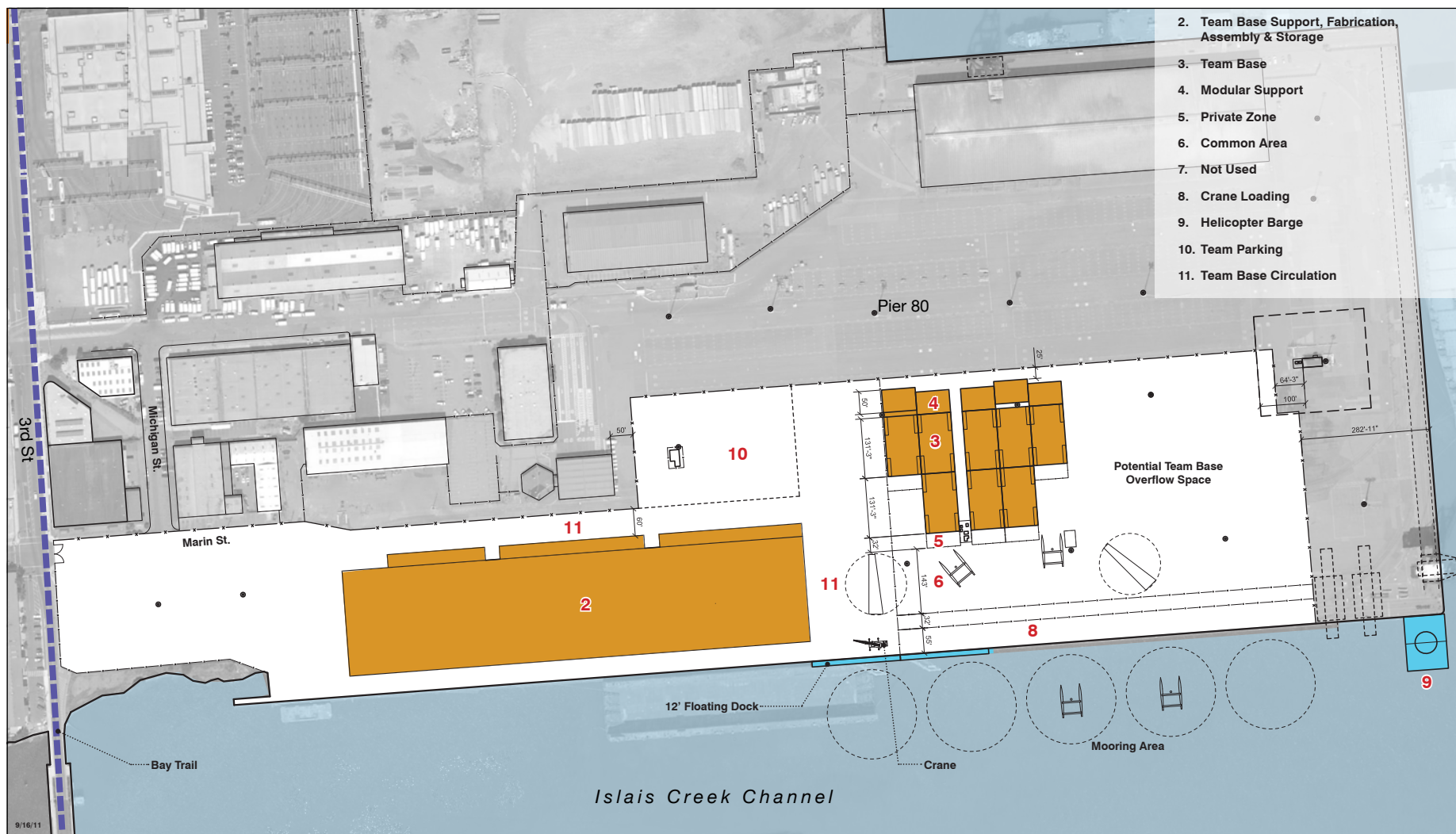
NOTE: Pier 36 to be removed as part of the proposed Brannan Street Wharf project.

SOURCE: AECOM

Case No. 2010.0493E: AC34 / Cruise Terminal and Northeast Wharf Plaza (210317)

**Figure 11-14**

AC34 Project Variant: AC34 2013 – Proposed Primary Team Bases at Piers 30-32 and Brannan Street Wharf Open Water Basin, and Team Base Support at Pier 26 and Pier 28

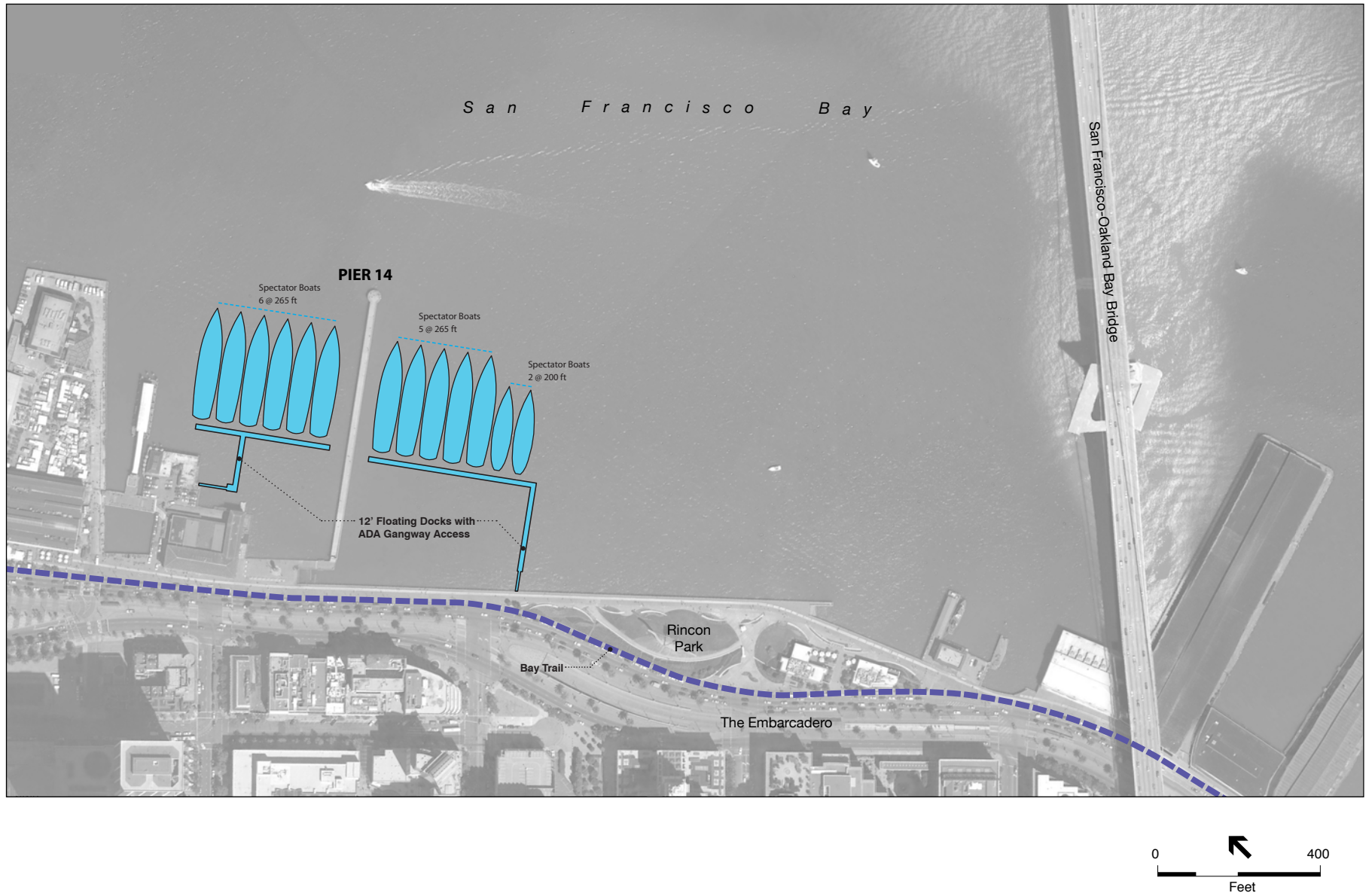


SOURCE: AECOM

Case No. 2010.0493E: AC34 / Cruise Terminal and Northeast Wharf Plaza (210317)

**Figure 11-15**  
AC34 Project Variant: AC34 2013 –  
Ancillary Team Base at Pier 80





SOURCE: AECOM

Case No. 2010.0493E: AC34 / Cruise Terminal and Northeast Wharf Plaza (210317)

**Figure 11-16**

AC34 Project Variant: AC34 2013 – Pier 14 North/South Venue Plan



### **Pier 9**

Under the AC34 Project Variant, new berthing facilities for private spectator boats would occur at Pier 9 for 2013. These facilities would be similar to those proposed as part of the AC34 Reduced Spectator Berthing Alternative in the Draft EIR (See Chapter 7, Section 7.2.3.4, pages 7-41 to 7-45). A preliminary site plan for the proposed berthing facilities at Pier 9 under the AC34 Project Variant is presented in **Figure 11-17**. Under this AC34 Project Variant, approximately 550 linear feet of temporary floating docks, gangways, and bow anchor moorings would be installed on the south side of Pier 9. Under the AC34 Project Variant, it is anticipated that approximately 10,000 cy of materials would be dredged in the Pier 9 south water area.

### **Pier 19 and Pier 19½**

A preliminary site plan for Pier 19 and Pier 19½ (along with Pier 23, Piers 27-29½, and adjacent water basins, as described below) under the AC34 Project Variant is presented in **Figure 11-18**. Similar to 2012, no potential apron and fender repairs would occur at Pier 19 North or Pier 19½ under the AC34 Project Variant, although repair of the apron would occur on Pier 19 South. In addition, under the AC34 Project Variant, a public access lane would be added on Pier 19 South during the AC34 2013 event. Also, under the AC34 Project Variant, in addition to proposed use of Pier 19 for AC34 operations, Pier 19 may also be used for small boat maintenance activities. All such maintenance activities would occur inside the existing Pier 19 shed; mobile hoists would be used to lift boats in and out of the water and move the boats in and out of the shed.

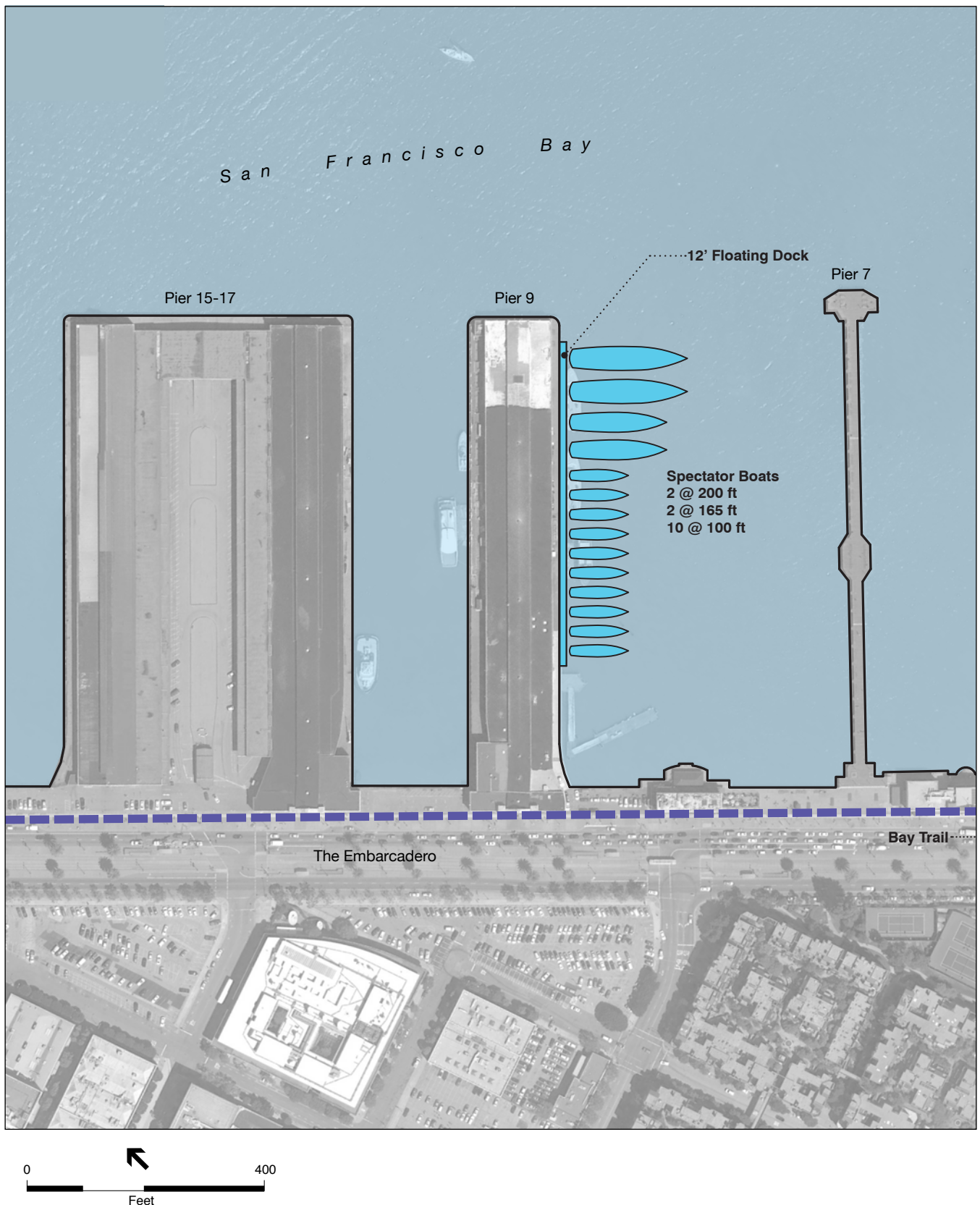
### **Pier 23**

As shown in Figure 11-18, under the AC34 Project Variant, and in contrast to the Draft EIR AC34 project, no floating docks would be installed at Pier 23 South, reducing the length of proposed floating docks at Pier 23 from 1,400 to 780 feet. Furthermore, the barge platform proposed to be installed on piles at the end of Pier 23 under the Draft EIR AC34 project would not occur under the AC34 Project Variant.

### **Piers 27-29½**

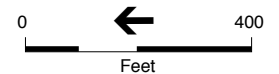
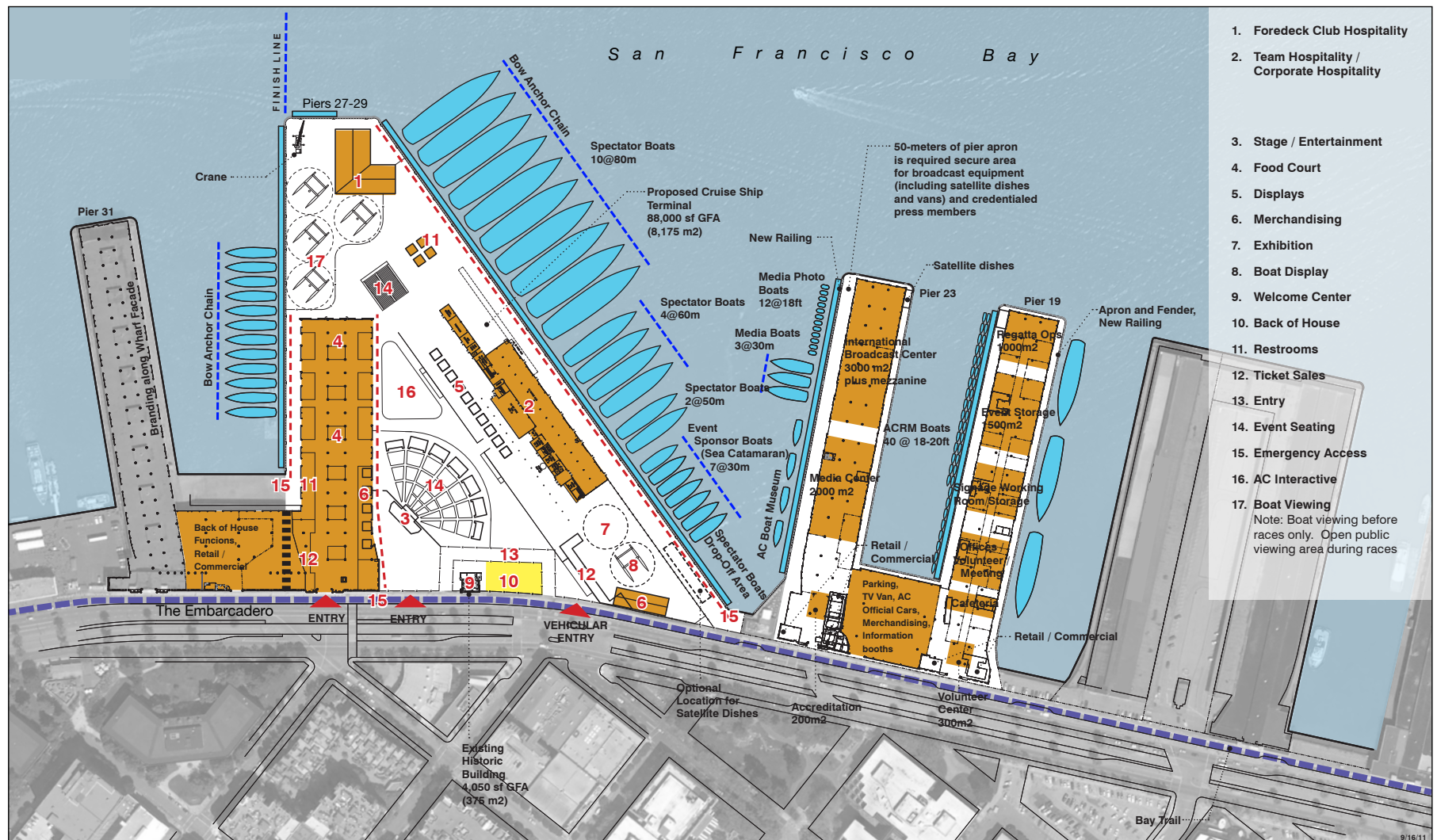
Figure 11-18 presents a preliminary site plan for the proposed AC Village at Piers 27-29½ under the AC34 Project Variant; **Figure 11-19** illustrates the proposed AC Village during periods when AC34 races are occurring for the AC34 Project Variant. As shown in Figures 11-18 and 11-19, in terms of design, proposed temporary amenities and use, the proposed AC Village venue at Piers 27-29 under the AC34 Project Variant would be identical to that proposed under the Draft EIR AC34 project.

However, the level of proposed permanent infrastructure improvements at Piers 27-29 would be reduced compared to those proposed under the Draft EIR AC34 project. Under the AC34 Project Variant, seismic upgrading of the Pier 29 superstructure would not occur. Other pier apron and substructure repairs, as needed, are proposed for the AC34 Project Variant as described for the Draft EIR AC34 project, plus the addition of minor substructure repair of Pier 29 (repair of up to 20 piles) and repair of Pier 27 apron fendering.



SOURCE: AECOM Case No. 2010.0493E: AC34 / Cruise Terminal and Northeast Wharf Plaza (210317)

**Figure 11-17**  
AC34 Project Variant: AC34 2013 – Pier 9 Venue Plan



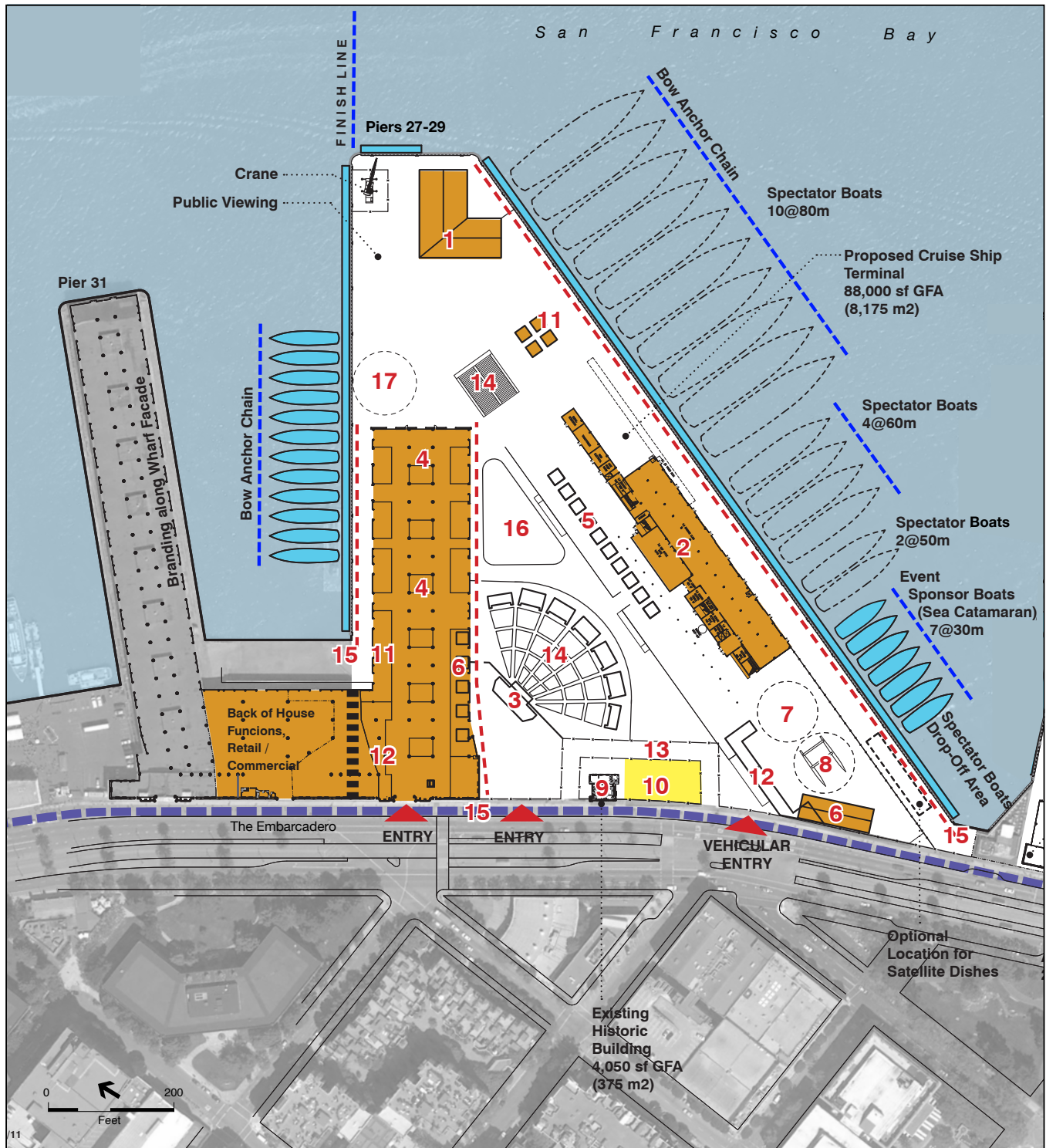
SOURCE: AECOM

Case No. 2010.0493E: AC34 / Cruise Terminal and Northeast Wharf Plaza (210317)

**Figure 11-18**

AC34 Project Variant: AC34 2013 – Proposed Pier 19, Pier 19 1/2, Pier 23, AC Village at Piers 27-29 and Pier 29 1/2 Venue Plan





- |   |                  |                   |                      |                              |
|---|------------------|-------------------|----------------------|------------------------------|
| 1. Foredeck Club Hospitality                | 4. Food Court    | 8. Boat Display   | 12. Ticket Sales     | 16. AC Interactive           |
| 2. Team Hospitality / Corporate Hospitality | 5. Displays      | 9. Welcome Center | 13. Entry            | 17. AC72 Cradle Storage Area |
| 3. Stage / Entertainment                    | 6. Merchandising | 10. Back of House | 14. Event Seating    |                              |
|   | 7. Exhibition    | 11. Restrooms     | 15. Emergency Access |                              |

SOURCE: AECOM Case No. 2010.0493E: AC34 / Cruise Terminal and Northeast Wharf Plaza (210317)

**Figure 11-19**  
AC34 Project Variant: AC34 2013 –AC Village at Piers 27-29 during Races

Consistent with Mitigation Measure M-AQ-5, Clean Sources for Temporary Power at Venues, as revised in this Comments and Responses document (see Section 12.13 for full description of the revised measure), it is anticipated that under the AC34 Project Variant, electrical power during operations of the AC34 2013 events at Piers 27-29½ would be provided by the local public utility rather than through use of generators as was assumed for the Draft EIR AC34 project.

Preliminary studies indicate that power for the event venue at Piers 27-29½ can be fed from the new electrical service to be installed as part of the cruise terminal project. For the purposes of the EIR, however, use of electrical power service from the local public utility is considered a mitigation measure.

### **Other Water Areas**

Under the AC34 Project Variant, no proposed improvements for, or use of, either Piers 9-15 or Piers 17-19 water areas for the AC34 events would occur.

### **Marina Green**

The preliminary site plan for the Marina Green spectator venue in 2013 for the AC34 Project Variant is presented in **Figure 11-20**. The proposed venue under the AC34 Project Variant would be identical to that proposed under the Draft EIR AC34 Project.

### **Crissy Field**

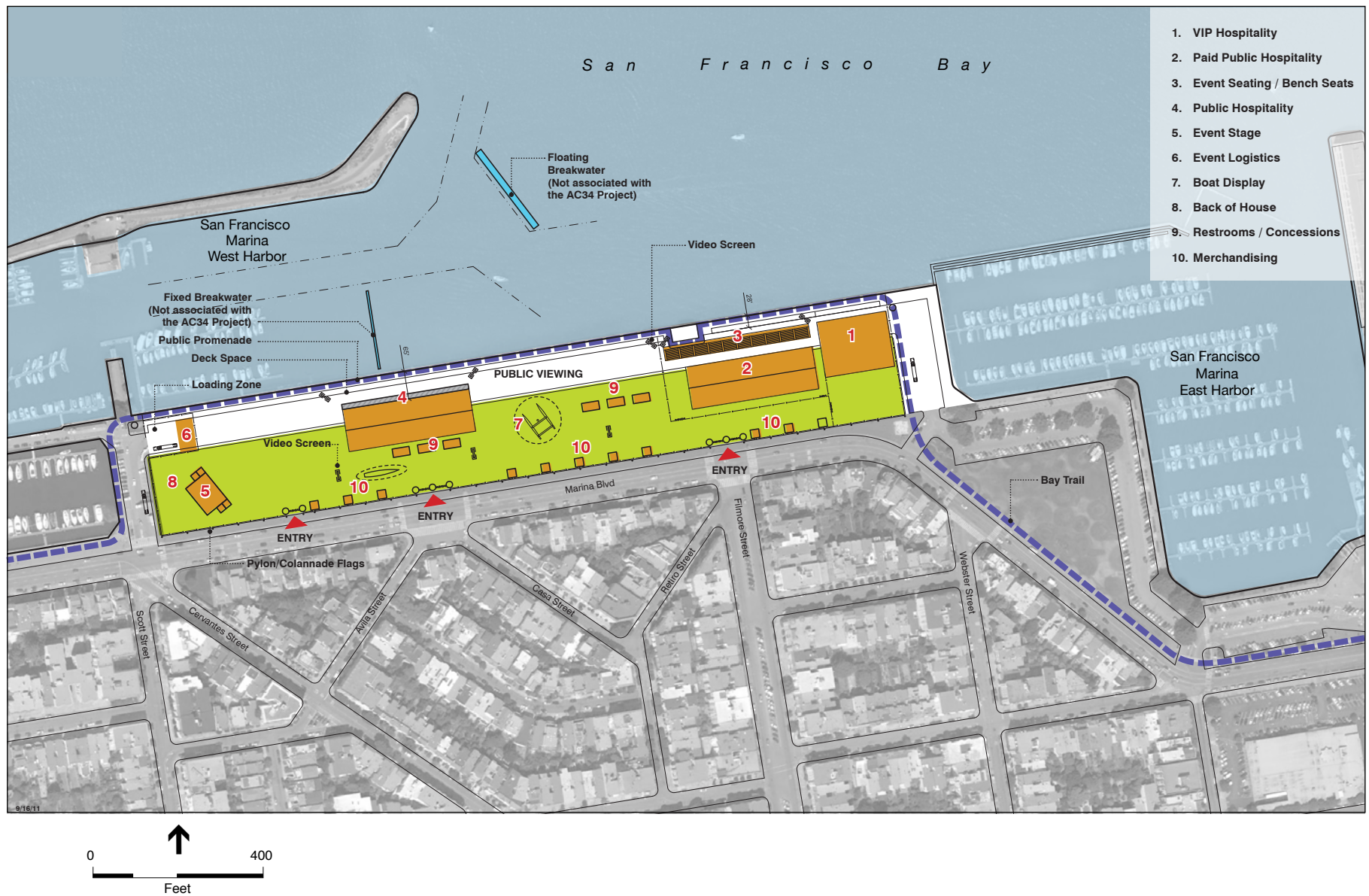
The proposed Crissy Field spectator venue for AC34 2013 for the AC34 Project Variant would be similar in design to that proposed for AC34 2012 (see preliminary site plan for Crissy Field venue in Figure 11-7, above, under AC34 2012 Venue Refinements). As in 2012, the only change that would occur under the AC34 Project Variant in 2013 compared to the Draft EIR AC34 project is that temporary fencing is proposed to be installed around the temporary bleacher seating.

### **Crissy Field East / Marina Green West**

The proposed Crissy Field East / Marina Green West spectator venue for AC34 2013 for the AC34 Project Variant would be similar in design to that proposed for AC34 2012 (see preliminary site plan for Crissy Field East / Marina Green West venue in Figure 11-8, above, under AC34 2012 Venue Refinements). As in 2012, the only potential change that would occur at Marina Green West under the AC34 Project Variant in 2013 compared to the Draft EIR AC34 project is that the tent proposed for hospitality/ exhibition/media (tent no. 7 in Figure 11-8) may be relocated from the grass area north to an existing paved parking lot.

### **Fort Mason**

The preliminary site plan for the Fort Mason venue in 2013 for the AC34 Project Variant is presented in **Figure 11-21**. The proposed venue for AC34 2013 may contain some or all of the same media operation uses as those proposed for AC34 2012. As in 2012, the only change that would occur under the AC34 Project Variant in 2012 compared to the Draft EIR AC34 project is that Fort Mason would not serve as a potential berthing site for spectator vessels.

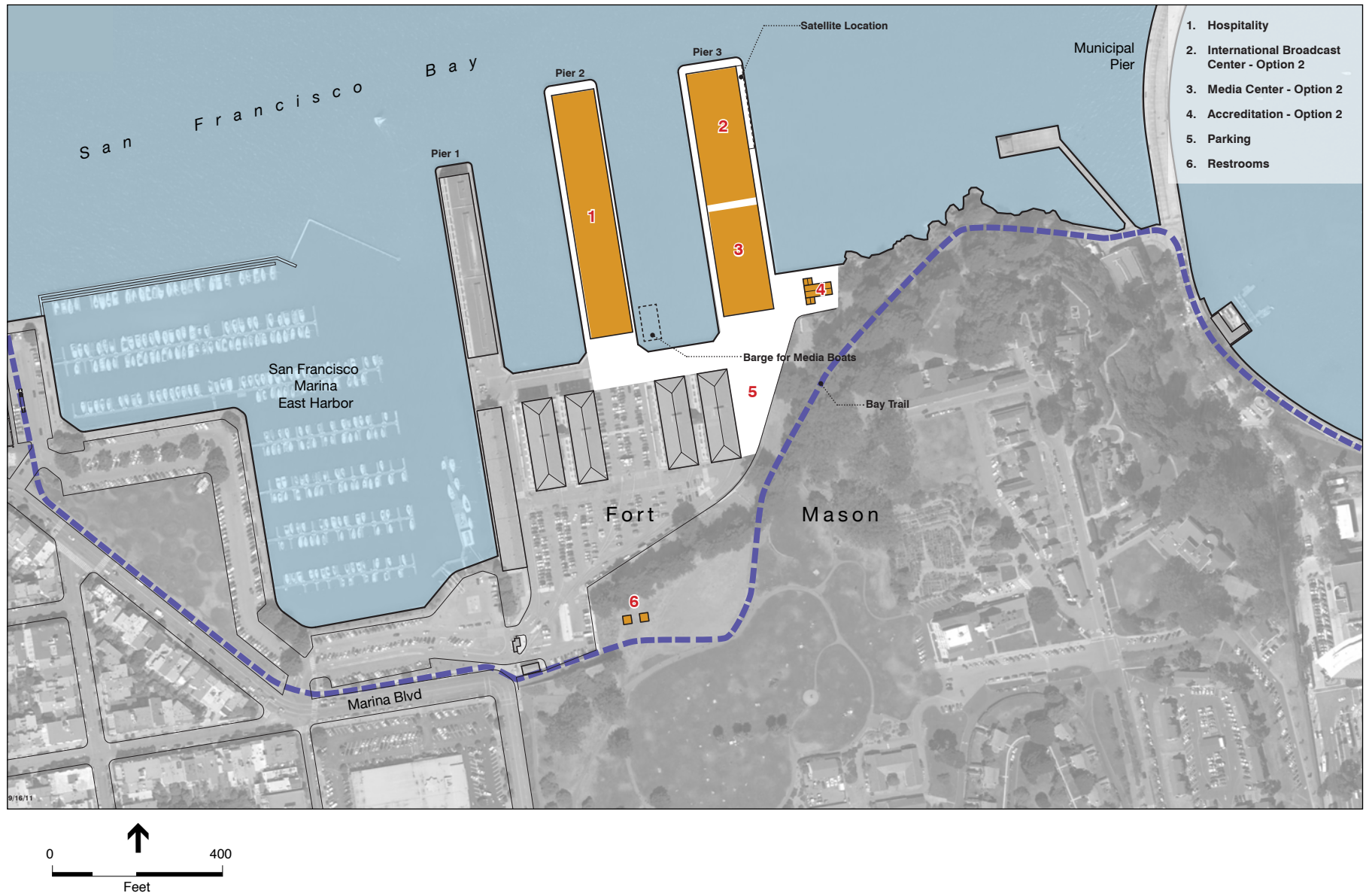


SOURCE: AECOM

Case No. 2010.0493E: AC34 / Cruise Terminal and Northeast Wharf Plaza (210317)

**Figure 11-20**  
AC34 Project Variant: AC34 2013 –Proposed Marina Green Venue Plan





### **Aquatic Park**

The proposed Crissy Field spectator venue for AC34 2013 for the AC34 Project Variant would be similar in design to that proposed for AC34 2012 (see preliminary site plan for Aquatic Park venue in Figure 11-10, above, under AC34 2012 Venue Refinements). As in 2012, the principal change that would occur under the AC34 Project Variant in 2013 compared to the Draft EIR AC34 project is the establishment of clear space along the inner perimeter of the Aquatic Park cove throughout the duration of the AC34 events for swimming, rowing, kayaking, and other ongoing uses.

### **Alcatraz**

The proposed Alcatraz spectator venue for AC34 2013 for the AC34 Project Variant would be similar in design to that proposed for AC34 2012 (see preliminary site plan for Alcatraz venue in Figure 11-11, above, under AC34 2012 Venue Refinements). The proposed use of the Alcatraz venue would be identical to that proposed under the Draft EIR AC34 project.

### **Fort Baker at Cavallo Point**

The proposed Fort Baker Pier at Cavallo Point spectator venue for AC34 2013 for the AC34 Project Variant would be similar in design to that proposed for AC34 2012 (see preliminary site plan for Alcatraz venue in Figure 11-12, above, under AC34 2012 Venue Refinements). The proposed use of the Fort Baker Pier at Cavallo Point venue would be identical to that proposed under the Draft EIR AC34 project.

### **AC34 Live Sites**

Under the AC34 Project Variant, the proposed use of the AC34 Live Site venues would be identical to that proposed under the Draft EIR AC34 project.

#### **11.3.1.7 AC34 Project Variant Construction Refinements**

**Table 11-4** provides a comparison summary of the location and types of in-water construction activities (pile driving, floating docks, gangways and wave attenuators, anchoring systems and dredging,) at each AC34 venue for the Draft EIR AC34 project and AC34 Project Variant. As shown in Table 11-4, the AC34 Project Variant would result in overall less dredging, and fewer installations of floating dock and barge platforms, and less associated pile driving/anchoring systems compared to the Draft EIR AC34 project. Overall dredging volumes would be reduced by 16,000 cy from a total of 165,000 to 149,000 cy. With the reduced floating dock and barge platform installation, total shading on water would be reduced by 55,000 square feet, from approximately 194,000 to 139,000 square feet.



**TABLE 11-4**  
**COMPARISON SUMMARY OF IN-WATER CONSTRUCTION ACTIVITIES FOR DRAFT EIR AC34 PROJECT AND AC34 PROJECT VARIANT**

Location	Draft EIR AC34 Project					AC34 Project Variant				
	Dredging	Pile Driving	Anchoring System Installation	Floating Dock Installation	Floating Wave Attenuators Installation	Dredging	Pile Driving	Anchoring System Installation	Floating Dock Installation	Floating Wave Attenuators Installation
<b>AC34 2012</b>										
Pier 80 <sup>a</sup>		✓	✓	✓ 400 to 1,000 ft x 12 ft <sup>b</sup>			✓	✓	✓ 400 to 1,000 ft x 12 ft <sup>b</sup>	
Brannan Street Wharf Open Water Basin <sup>a</sup>	✓ 130,000 cy	✓	✓		✓ 1,600 lf	✓ 110,000 cy	✓	✓		
Piers 30-32 <sup>a</sup>		✓	(✓)	✓ south, 1,200 ft x 12 ft north, 1,100 x 16 ft			✓	(✓)	✓ south, 1,200 ft x 12 ft north, 1,100 x 16 ft	
Piers 26-28 water area	✓ 6,000 cy					✓ 5,000 cy				
Marina Green offshore		✓	✓	500 ft x 16 ft			✓	✓	500 ft x 16 ft	
<b>AC34 2013</b>										
Pier 26 and Pier 28		✓	(✓)	✓ total, 2,100 ft x 8 ft						
Rincon Point Open Water Basin and Pier 14 North	✓ 29,000 cy (Rincon Point OWB)	✓	✓	✓ 1,300 ft x 12 ft (Rincon Point OWB)		✓ 24,000 cy (Rincon Point OWB and Pier 14 North)	✓	✓	✓ 600 ft x 12 ft (Rincon Point OWB) 450 ft x 12 ft (Pier 14 North)	
Pier 9						10,000 cy	✓	✓	✓ 550 ft x 12 ft	
Pier 19 and Pier 19½		✓	(✓)	✓ north, 600 ft x 8 ft			✓	(✓)	✓ north, 600 ft x 8 ft	
Pier 23 <sup>c</sup>		✓	(✓)	✓ south, 600 ft x 8 ft north, 800 ft x 12 ft			✓	(✓)	✓ north, 780 ft x 12 ft	

**TABLE 11-4 (Continued)**  
**COMPARISON SUMMARY OF IN-WATER CONSTRUCTION ACTIVITIES FOR DRAFT EIR AC34 PROJECT AND AC34 PROJECT VARIANT**

Location	Draft EIR AC34 Project					AC34 Project Variant				
	Dredging	Pile Driving	Anchoring System Installation	Floating Dock Installation	Floating Wave Attenuators Installation	Dredging	Pile Driving	Anchoring System Installation	Floating Dock Installation	Floating Wave Attenuators Installation
<i>AC34 2012 (cont.)</i>										
Piers 27-29		✓	✓	✓ 1,300 ft x 16 ft 800 ft x 12 ft			✓	✓	✓ 1,300 ft x 16 ft 800 ft x 12 ft	
Fort Mason			(✓)							

<sup>a</sup> Under Team Base Option 1, Piers 30-32, Brannan Street Wharf OWB, and Pier 26 and Pier 28 sheds would serve as the preferred primary team bases and support space, and Pier 80 would be used as the ancillary team bases, for AC34 2012. This assumes all proposed temporary and/or permanent improvements at these locations would be completed, and associated required permits would be secured, in time for the 2012 event. Otherwise, Team Base Option 2 would occur, in which case Pier 80 would serve as the primary team bases for AC34 2012, and Piers 30-32, Brannan Street Wharf OWB, Pier 26, and Pier 28 would not be used for the 2012 event. See text for details.

<sup>b</sup> Under Team Base Option 1, approximately 400 feet of floating docks would be installed at Pier 80; under Team Base Option 2, approximately 1,000 linear feet of floating docks would be installed at Pier 80.

<sup>c</sup> It is assumed pile driving would also be required for placement of the temporary barge at the east end of Pier 23 under the Draft EIR AC34 project; the AC34 Project Variant does not include a proposed barge at Pier 23.

✓ = proposed as part of AC34      (✓) = possible as part of AC34

cy = cubic yards, lf = linear feet, ft = feet

SOURCE: AECOM 2011

### **11.3.1.8 Additional Temporary and Permanent Public Access Improvements for the AC34 Project Variant**

A number of temporary public access improvements for use during the AC34 event and permanent long-term public access improvements for use after the AC34 event would be provided as part of the project, as discussed below:

#### ***Temporary Public Access Improvements During AC34 Event***

##### **Parklets**

Approximately five temporary parklets are proposed by the City along the Embarcadero Promenade for the AC34 2013 event to supplement existing waterfront parks and plazas, and provide places to rest and enjoy views of the Bay for the crowds of pedestrians and cyclists that are expected to be along the Promenade. These areas would be improved similar to the existing parklets around the City with seating, landscaping and other amenities. It is proposed that food carts, restrooms and other improvements could be organized and located specifically in these areas, tucked against pier sheds, out of key view corridor areas, and off the main Embarcadero Promenade. The parklets, which would be removed following completion of the AC34 2013 events, are proposed in the following areas:

- Between Piers 26 and 28;
- In front of the Pier 24 Annex Building;
- South of Pier 9;
- Between Piers 9 and 15; and
- Between Piers 17 and 19

##### **Pier 43 Promenade**

An approximately 24,000-square foot area between Piers 43 and 45 fronting The Embarcadero and the Bay Trail would be provided to accommodate high volumes of spectators during the AC34 2013 event. On peak race days, The Embarcadero roadway adjacent to Pier 43 promenade would be closed to vehicles for public gathering and viewing of race events.<sup>5</sup>

#### ***Post-AC34 Event Permanent Public Access Improvements***

##### **Pier 19 and Pier 23 Public Access**

Following the AC34 events, the entire Pier 23 north apron (680 feet by 18 feet) and Pier 19 south apron (850 feet by 17 feet) would be available for public access.

##### **Marina Green Improvements**

Following the AC34 events, an approximately 1,750-foot-long area of the northern portion of the Marina Green would be improved with a widened public access promenade along the Bay

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<sup>5</sup> A Mitigated Negative Declaration was approved for the Pier 43 Promenade improvements in 2009 (File 2008.0680E, *Port of San Francisco Proposition A Waterfront Open Space Improvements*).

shoreline by narrowing drive aisles within the parking lots. The widened walkway would provide an approximately 16-foot-wide Bayside promenade (approximately 5 feet additional promenade width). Further public access improvements in this area are under study by the City—including consultation with the San Francisco Recreation and Park Department and BCDC — for the triangular portion of eastern Marina Green area adjacent to the San Francisco Marina East Harbor.

### **Bayview Gateway**

A new public open space at the intersection of Third Street and Cargo Way in the Port's southern waterfront would be provided as part of the legacy public access benefits after the AC34 event. The Bayview Gateway is part of the City's Blue Greenway open space network for southeast San Francisco. The Port is working with the Bayview community to establish a concept design for this 54,000-square-foot (1.3 acre) site prior to developing construction drawings. The Port would construct the improvements in 2014.<sup>6</sup>

### **11.3.1.9 AC34 Project Variant Refinements to Amendments to BCDC Special Area Plan**

As part of the proposed AC34 Project Variant, the Port or the Event Authority would initiate a request to amend the BCDC *San Francisco Waterfront Special Area Plan* (SAP), an element of the San Francisco Bay Plan. Any such revisions to the Special Area Plan also would involve amendments to the Port's WLUP to maintain consistency between policies of the two agencies. The proposed amendments are:

- ***Brannan Street Wharf Open Water Basin (Piers 32-36).*** The Port and the Event Authority have requested an amendment to the BCDC SAP for the Brannan Street Wharf Open Water Basin to allow for temporary mooring of AC72 catamaran racing yachts, several large, private yachts and any related tender/support vessels prior to and during the AC34 Events.
- ***Rincon Point Open Water Basin (Piers 14-22½).*** The Port and the Event Authority have requested an amendment to the BCDC SAP for the Rincon Point Open Water Basin to allow the temporary berthing of large private yachts and any related tender/support vessels prior to and during the AC34 Events, in a portion of the open water basin north of the northern border of Rincon Park, preserving Bay views from the park.
- ***Broadway Open Water Basin (Piers 5-9).*** The Port and the Event Authority have requested an amendment to the BCDC SAP for the Broadway Open Water Basin to allow the temporary berthing of large private yachts along the Pier 9 South apron prior to and during the AC34 Events.
- ***Northeast Wharf Open Water Basin (Piers 19-27).*** The Port and the Event Authority have requested an amendment to the BCDC SAP for the Northeast Wharf Open Water Basin to allow the temporary berthing of large private yachts along the Pier 27 apron and race support vessels along the Pier 23 North apron prior to and during the AC34 Events.

<sup>6</sup> A Mitigated Negative Declaration was approved for the Bayview Gateway improvements in 2009 (File 2008.0680E, *Port of San Francisco Proposition A Waterfront Open Space Improvements*).

- **Public Benefits.** To approve the proposed amendments, BCDC Commission must determine that amendments to the SAP retain a balance between the public benefits and private development opportunities. Therefore, the requests by the Port and the Event Authority are likely to trigger the imposition of public benefits. Such public benefits could include the removal of Pier 64 in Mission Bay to create a Caspian Tern nesting habitat, and non-historic shed removal in an area that would be determined in consultation with BCDC.

### 11.3.2 Environmental Effects of the AC34 Project Variant

This section discusses the environmental effects of the AC34 Project Variant compared to those identified in the Draft EIR. In many respects, the AC34 Project Variant would have fewer impacts or impacts that are less severe than those identified for the Draft EIR AC34 project. The project refinements in the AC34 Project Variant have been developed for numerous reasons, including on-going project planning, development and design processes, continuing coordination with resource agencies associated with the environmental review and permitting processes, and in consideration of substantive concerns raised by the public during the Draft EIR public review period. All of the refinements and changes incorporated into the AC34 Project Variant consist of elements similar to those analyzed in the Draft EIR, and significant environmental effects, if any, would be mitigated by measures already identified in the Draft EIR. Some of the modifications to the venue sites under this variant consist of project components that were presented and analyzed in the Draft EIR in Chapter 7 as part of the Reduced Spectator Berthing Alternative.

As described above in Section 11.3.1, the AC34 Project Variant would incorporate the following components that differ from the Draft EIR AC34 project: (1) race area and schedule refinements, (2) venue refinements, (3) construction refinements, (4) temporary and permanent public access improvements, and (5) refinements to amendments to the BCDC Special Area Plan. The environmental effects of the AC34 Project Variant are discussed under each of these components, and in some cases, the impact of these components are discussed in more detail under the relevant resource topics. **Table 11-5** summarizes the significant environmental effects of the AC34 Project Variant compared to those of the Draft EIR AC34 project.

#### 11.3.2.1 AC34 Race Area and Schedule Refinements

The Draft EIR identified and analyzed a maximum race area within which the actual AC34 race courses would be developed and the AC34 races would be conducted; the impact analyses in the Draft EIR assumed that the actual races could occur anywhere within this maximum race area. Under the AC34 Project Variant, the maximum race area has been slightly reduced. In addition, a primary race area is identified in the southern portion of the maximum race area along San Francisco's northern shoreline where the AC34 races would likely occur. Thus, potential impacts associated with the race area (e.g., impacts on rafting birds or marine mammals with potential to be within the race area, or impacts at secondary viewing areas) would be essentially the same as, or in some cases less than, those identified in the Draft EIR due to the reduced size of the race area and the concentration of activities within the even smaller primary race area. In particular, impacts associated with potential secondary viewing areas in southern Marin County (including Sausalito, Tiburon, and Belvedere) and Angel Island would likely be less severe than those described in the Draft EIR because fewer spectators would be expected at those locations due to

**TABLE 11-5**  
**COMPARISON OF THE SIGNIFICANT ENVIRONMENTAL IMPACTS OF THE**  
**DRAFT EIR AC34 PROJECT AND THE AC34 PROJECT VARIANT**

<b>Environmental Resource</b>	<b>Draft EIR AC34 Project</b>	<b>AC34 Project Variant</b>
<b>Land Use</b>	<ul style="list-style-type: none"> <li>Significant and unavoidable impacts associated with potential long-term development of marinas at the Rincon Point and Brannan Street Wharf Open Water Basins which would conflict with the intended long-term ecological and public benefits of these open water basins under the adopted BCDC Special Area Plan policies for these areas</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR AC34 project, with a significant and unavoidable impact associated with potential long-term development of marinas at the Rincon Point and Brannan Street Wharf Open Water Basins</li> </ul>
<b>Aesthetics</b>	<ul style="list-style-type: none"> <li>All impacts less than significant</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR AC34 project, all impacts less than significant (see text for renderings of proposed AC34 Project Variant venues)</li> </ul>
<b>Population and Housing</b>	<ul style="list-style-type: none"> <li>All impacts less than significant</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR project, all impacts less than significant</li> </ul>
<b>Cultural and Paleontological Resources</b>	<ul style="list-style-type: none"> <li>Potentially significant and unavoidable impacts associated with long-term development at Piers 30-32 due to the unknown effect on the Embarcadero Historic District</li> <li>Potentially significant impacts on historic resources due to proposed repairs and alteration to the bulkhead wharf and substructure at historic piers could be mitigated through prior approval of designs that ensure compliance with the Secretary's Standards</li> <li>Potentially significant impacts on contributing resources to the Embarcadero Historic District (bulkhead wharf section 10, Red's Java House, and Pier 28) due to pile driving vibration impacts could be mitigated through pre-construction assessment, vibration monitoring during construction, and corrective actions as needed</li> <li>Potentially significant impact due to relocation of Teatro Zinzanni to a site within the Northeast Waterfront Historic District could be mitigated through conformance with the Secretary's Standards and design guidelines consistent with Article 10 of the Planning Code</li> <li>Potentially significant indirect impacts on historic earthen fortifications in or near spectator venues could be mitigated through protection measures such as fencing, signage, area closures, educational programs, and crowd control developed and implemented in coordination with the park jurisdiction as part of the Parks Event Operations Plan</li> <li>Potentially significant impacts on historic resources due to attachment, anchoring, or bracing of temporary floating dock installations to the Marina Seawall could be mitigated through prior approval of plans to ensure compliance with Secretary's Standards</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR AC34 project, the same potentially significant impacts would be reduced to less than significant with the same mitigation measures; and the same impacts would be significant and unavoidable and all identified mitigation measures would be required to reduce impacts to the extent feasible. The only difference would be the following: <ul style="list-style-type: none"> <li>Scope of the proposed repairs to the bulkhead wharf and substructure at historic piers would be reduced such that impacts on historic resources would be less than significant and Mitigation Measure M-CP-1a would not be required (see text for further discussion)</li> </ul> </li> </ul>

**TABLE 11-5 (Continued)**  
**COMPARISON OF THE SIGNIFICANT ENVIRONMENTAL IMPACTS OF THE**  
**DRAFT EIR AC34 PROJECT AND THE AC34 PROJECT VARIANT**

Environmental Resource	Draft EIR AC34 Project	AC34 Project Variant
<b>Cultural and Paleontological Resources</b> (cont.)	<ul style="list-style-type: none"> <li>• Potentially significant impacts on archeological resources, including shipwrecks, could be mitigated with measures to prepare for and respond to inadvertent discovery of such resources</li> <li>• Potentially significant impacts on disturbance of human remains could be mitigated with measures to prepare for and respond to inadvertent discovery of such finds</li> <li>• Potentially significant impact on historic resources due to long-term development under the Host Agreement involving alterations and rehabilitation of historic piers and bulkheads could be mitigated through conformance with design guidelines consistent with Article 10 of the Planning Code</li> <li>• Potentially significant contributions to cumulative impacts on historic resources, archeological resources, and human remains could be mitigated through measures identified for the AC34 project impacts</li> </ul>	
<b>Transportation and Circulation</b>	<ul style="list-style-type: none"> <li>• Significant and unavoidable level of service impacts at 12 signalized and unsignalized intersections plus other nearby intersections in the project area during AC34 2012 events during either weekday or Saturday midday conditions (including Embarcadero/Beach, Embarcadero/ Howard, King/Third, Lombard/Divisadero, Lombard/ Fillmore, Bay/Laguna, Bay/Van Ness, Bush/Van Ness, Pine/Van Ness, Lombard/Van Ness, Lincoln/25th, Lombard/Lyon)</li> <li>• Significant and unavoidable level of service impacts at 18 signalized and unsignalized intersections in the project area during AC34 2013 events during either weekday or Saturday midday conditions (including Embarcadero/ Beach, Embarcadero/Broadway, Embarcadero/Howard, Embarcadero/Folsom, Embarcadero/Harrison, Embarcadero/Bryant, Fremont/Folsom, King/ Third, King/Fourth, Lombard/Divisadero, Lombard/Fillmore, Bay/Laguna, Bay/Van Ness, Bush/Van Ness, Pine/Van Ness, Lombard/Van Ness, Lincoln/25th, Lombard/Lyon)</li> <li>• Significant and unavoidable impacts contributing to congestion in downtown San Francisco and along the waterfront during the AC34 2013 events</li> <li>• Significant and unavoidable impacts on traffic operations at secondary viewing areas and vicinity during AC34 2012 and 2013 events</li> </ul>	<ul style="list-style-type: none"> <li>• Same as Draft EIR AC34 project, the same impacts would be significant and unavoidable and all identified mitigation measures would be required to reduce impacts to the extent feasible</li> </ul>



**TABLE 11-5 (Continued)**  
**COMPARISON OF THE SIGNIFICANT ENVIRONMENTAL IMPACTS OF THE**  
**DRAFT EIR AC34 PROJECT AND THE AC34 PROJECT VARIANT**

Environmental Resource	Draft EIR AC34 Project	AC34 Project Variant
<b>Transportation and Circulation</b> (cont.)	<ul style="list-style-type: none"> <li>• Significant and unavoidable impacts on transit capacity of Muni lines, Presidio Go shuttle service, AC Transit lines, BART, WETA ferry lines, Golden Gate Transit bus and ferry lines, Blue &amp; Gold ferry lines, Caltrain service, and SamTrans lines and impacts on transit operations related to additional traffic congestion from the project during AC34 2012 and 2013 events</li> <li>• Significant and unavoidable impacts on the transportation network in combination with other special events occurring simultaneously in San Francisco during the AC34 2012 and 2013 events</li> <li>• Significant and unavoidable impacts on traffic and transit due to long-term development under the Host Agreement</li> <li>• Significant and unavoidable cumulative level of service impacts at multiple intersections along The Embarcadero (including Embarcadero/Broadway, Embarcadero/Washington, Embarcadero/Mission, Embarcadero/Howard, Embarcadero/Folsom)</li> </ul>	
<b>Noise and Vibration</b>	<ul style="list-style-type: none"> <li>• Potentially significant and unavoidable noise impacts from noise increases associated with use of public address systems, and/or amplified music at Piers 27-29 and Marina Green during AC34 events at these venues would be reduced with a noise control plan and volume controls but the effectiveness of reducing the noise levels below the thresholds is unknown</li> <li>• Significant and unavoidable but temporary vehicle noise increase during AC34 weekend events at 8 intersections in the project area, with no feasible mitigation to reduce traffic and associated noise levels below the threshold</li> <li>• Significant construction-related noise impacts at levels in excess of standards and due to temporary but substantial increases in ambient noise levels at sensitive receptors could occur at or near the Marina Green and at or near certain piers along the waterfront, but impacts could be mitigated with noise controls and pile driving noise reduction measures during construction</li> <li>• Significant noise impacts during AC34 events from noise increases associated with use of generators at Piers 27-29 and Marina Green could be mitigated with shielding or acoustical enclosures</li> </ul>	<ul style="list-style-type: none"> <li>• Same as Draft EIR AC34 project, the same potentially significant impacts would be reduced to less than significant with the same mitigation measures; and the same impacts would be significant and unavoidable and all identified mitigation measures would be required to reduce impacts to the extent feasible</li> </ul>

**TABLE 11-5 (Continued)**  
**COMPARISON OF THE SIGNIFICANT ENVIRONMENTAL IMPACTS OF THE**  
**DRAFT EIR AC34 PROJECT AND THE AC34 PROJECT VARIANT**

Environmental Resource	Draft EIR AC34 Project	AC34 Project Variant
<b>Noise and Vibration</b> (cont.)	<ul style="list-style-type: none"> <li>Potentially significant vibration impacts on fragile structures due to pile driving activities during construction could be mitigated with implementation of geotechnical recommendations for vibration monitoring and control measures</li> <li>Significant impact because construction associated with long-term development under the Host Agreement would result in temporary but substantial increases in ambient noise levels at sensitive receptors could be mitigated with noise reduction measures</li> </ul>	
<b>Air Quality</b>	<ul style="list-style-type: none"> <li>Significant and unavoidable construction-related air quality impacts due to emissions of criteria pollutants and precursors that would exceed Bay Area Air Quality Management District (BAAQMD) thresholds even with construction vehicle emissions minimization and restrictions on off-road construction equipment</li> <li>Significant and unavoidable construction impact due to potential health risks from exposure of sensitive receptors to toxic air contaminants even with construction vehicle emissions minimization and restrictions on off-road construction equipment</li> <li>Significant and unavoidable operations impact due to emissions of criteria pollutants and precursors from vessels, traffic, temporary decommissioning of shoreside power, and other sources during the AC34 events, even with emission controls for race-sponsored vessels</li> <li>Significant and unavoidable operations impact due to potential health risks from exposure of sensitive receptors to toxic air contaminants in diesel exhaust even with emission controls for race-sponsored vessels and clean diesel engines for temporary power</li> <li>Significant, unavoidable air quality impact because long-term development under the Host Agreement could result in construction and operational emissions of air pollutant emissions that exceed BAAQMD thresholds even with implementation of feasible mitigation</li> <li>Significant, unavoidable contribution to cumulative air quality impacts because the project's contribution to cumulative impacts would exceed BAAQMD thresholds even with implementation of feasible mitigation</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR AC34 project, the same impacts would be significant and unavoidable and all identified mitigation measures, including the revised and augmented measures identified in the Final EIR, would be required to reduce impacts to the extent feasible</li> </ul>
<b>Greenhouse Gas Emissions</b>	<ul style="list-style-type: none"> <li>All impacts less than significant</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR AC34 project, all impacts less than significant</li> </ul>

**TABLE 11-5 (Continued)**  
**COMPARISON OF THE SIGNIFICANT ENVIRONMENTAL IMPACTS OF THE**  
**DRAFT EIR AC34 PROJECT AND THE AC34 PROJECT VARIANT**

<b>Environmental Resource</b>	<b>Draft EIR AC34 Project</b>	<b>AC34 Project Variant</b>
<b>Wind and Shadow</b>	<ul style="list-style-type: none"> <li>Potentially significant wind hazard impact due to proposed expansion of public open space at the end of Piers 27-29 if hazardous wind conditions coincide with public access to the area, but impact could be mitigated with posting of warning signs, limiting public access during hazardous winds, and through implementation of design features that provide wind protection for public access areas</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR AC34 project, the same potentially significant impact would be reduced to less than significant with the same mitigation measure</li> </ul>
<b>Recreation</b>	<ul style="list-style-type: none"> <li>Potentially significant impact due to increased use of recreational resources at secondary viewing areas and associated substantial deterioration of recreational resources could be mitigated through agency coordination for protection of recreational resources and implementation of crowd control and post-event repairs</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR AC34 project, the same potentially significant impact would be reduced to less than significant with the same mitigation measure</li> </ul>
<b>Utilities and Service Systems</b>	<ul style="list-style-type: none"> <li>All impacts less than significant</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR AC34 project, all impacts less than significant</li> </ul>
<b>Public Services</b>	<ul style="list-style-type: none"> <li>All impacts less than significant</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR AC34 project, all impacts less than significant</li> </ul>
<b>Biological Resources, Upland</b>	<ul style="list-style-type: none"> <li>Potentially significant impacts on sensitive upland and bird species due to construction and AC34 events could be mitigated through appropriate signage, fencing, restrictions on fireworks and night lighting, offshore protection of marine-protected zone, and other protection measures</li> <li>Potentially significant impacts on sensitive natural upland communities due to construction and AC34 events could be mitigated through signage at sensitive natural community areas</li> <li>Potentially significant impacts on protected wetlands due to construction and AC34 events could be mitigated with appropriate signage</li> <li>Potentially significant impacts on movement and nesting of bird and bat species due to construction could be mitigated through seasonal restrictions on demolition of structures on piers as feasible, nest and roost avoidance, and other protective measures</li> <li>Potentially significant impacts on movement and nesting of bird and bat species during AC34 events could be mitigated through restrictions on spectator boat traffic, offshore buffers and protection for breeding birds, and other protective measures</li> <li>Potentially significant impact because long-term development under the Host Agreement could affect sensitive species or breeding birds or bats during construction and operation, but impacts could be mitigated through seasonal restrictions on demolition of structures on piers, nest and roost avoidance, windows and landscaping to minimize bird strikes, and other protective measures</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR AC34 project, the same potentially significant and significant impacts would be reduced to less than significant with the same mitigation measures</li> </ul>

**TABLE 11-5 (Continued)**  
**COMPARISON OF THE SIGNIFICANT ENVIRONMENTAL IMPACTS OF THE**  
**DRAFT EIR AC34 PROJECT AND THE AC34 PROJECT VARIANT**

Environmental Resource	Draft EIR AC34 Project	AC34 Project Variant
<b>Biological Resources, Marine</b>	<ul style="list-style-type: none"> <li>• Significant impact on sensitive fish species, marine mammals, and Magnuson-Stevens Act-managed fish species and their habitats due to in-water construction could be mitigated through pile driving noise reduction and other control measures; and impacts to these species during operational activities would be mitigated through controlling night lighting at floating docks</li> <li>• Potentially significant impact on sensitive natural marine communities (eelgrass beds) during AC34 events due to visiting boats unfamiliar with San Francisco Bay sensitive habitats could be mitigated through providing information to visiting mariners</li> <li>• Potentially significant impact on the movement of marine mammals during construction could be mitigated by pile driving noise reduction; and potentially significant impacts on the movement of marine mammals could be mitigated by imposing restrictions on low-flying aircraft, and providing information to visiting mariners</li> <li>• Potentially significant conflicts with local plans protecting marine biological resources could be avoided with implementation of mitigation measures identified in this EIR</li> <li>• Potentially significant impacts from introduction of non-native or invasive species from foreign vessels during operations could be mitigated by providing information to visiting mariners; and potentially significant impacts from spreading already introduced invasive species during construction could be mitigated with development and implementation of an invasive species control plan</li> <li>• Significant impact because long-term development under the Host Agreement could affect sensitive marine species and their habitats due to in-water construction and operational activities, but impacts could be mitigated through controlling night lighting at floating docks, pile driving noise reduction, and control measures for maintenance and operation of marinas</li> <li>• Potentially significant contribution to cumulative impacts on marine biological resources could be reduced to less than significant with implementation of mitigation measures identified in this EIR</li> </ul>	<ul style="list-style-type: none"> <li>• Same as Draft EIR AC34 project, the same potentially significant and significant impacts would be reduced to less than significant with the same mitigation measures</li> </ul>
<b>Geology and Soils</b>	<ul style="list-style-type: none"> <li>• Significant impact related to groundshaking for the improvements at Piers 30-32 in the absence of site-specific geotechnical investigation, but could be mitigated with site-specific geotechnical investigations and implementation of its recommendations in the project design</li> </ul>	<ul style="list-style-type: none"> <li>• Same as Draft EIR AC34 project, the same potentially significant and significant impacts would be reduced to less than significant with the same mitigation measures</li> </ul>

**TABLE 11-5 (Continued)**  
**COMPARISON OF THE SIGNIFICANT ENVIRONMENTAL IMPACTS OF THE**  
**DRAFT EIR AC34 PROJECT AND THE AC34 PROJECT VARIANT**

Environmental Resource	Draft EIR AC34 Project	AC34 Project Variant
<b>Geology and Soils (cont.)</b>	<ul style="list-style-type: none"> <li>• Potentially significant impacts related to liquefaction, earthquake-induced settlement, lateral displacement, and consolidation settlement could be mitigated with a site-specific geotechnical investigation and implementation of its recommendations in the project design</li> <li>• Potentially significant impact due to large number of spectators in the vicinity of facilities with structural concerns (e.g., Torpedo Wharf at Crissy Field, pier at Fort Mason, and Municipal Pier at Aquatic Park) could be mitigated with signage and restricted access at structurally unsound viewing locations</li> <li>• Significant impact due to long-term development under the Host Agreement could result in adverse geologic and seismic hazards but could be mitigated with site-specific geotechnical investigations and implementation of its recommendations in the project design</li> </ul>	<ul style="list-style-type: none"> <li>•</li> </ul>
<b>Hydrology and Water Quality</b>	<ul style="list-style-type: none"> <li>• Potentially significant impact due to in-water construction that could substantially degrade water quality from use and handling of fuels, hazardous materials, and cement, but could be mitigated with implementation of water quality best management practices</li> <li>• Potentially significant impact due to increased boating discharges, spills, and littering that could substantially degrade water quality, but could be mitigated by providing notification and education of all visiting mariners using the Bay and providing marine species control at Port facilities</li> <li>• Potentially significant impact due to long-term development under the Host Agreement could substantially degrade water quality from use and handling of fuels, hazardous materials, and cement, but impacts could be mitigated through implementation of water quality best management practices</li> </ul>	<ul style="list-style-type: none"> <li>• Same as Draft EIR AC34 project, the same potentially significant impacts would be reduced to less than significant with the same mitigation measures</li> </ul>
<b>Hazards and Hazardous Materials</b>	<ul style="list-style-type: none"> <li>• Potentially significant impact due to the potential for release of hazardous materials from race-related or spectator vessels, which could be mitigated through notification and education of all visiting mariners using the Bay</li> <li>• Potentially significant impact related to release of hazardous building materials during demolition of structures or removal of creosote-treated materials, which could be mitigated through surveys and implementation of approved removal and disposal protocols</li> </ul>	<ul style="list-style-type: none"> <li>• Same as Draft EIR AC34 project, the same potentially significant and significant impacts would be reduced to less than significant with the same mitigation measures</li> </ul>

**TABLE 11-5 (Continued)**  
**COMPARISON OF THE SIGNIFICANT ENVIRONMENTAL IMPACTS OF THE**  
**DRAFT EIR AC34 PROJECT AND THE AC34 PROJECT VARIANT**

<b>Environmental Resource</b>	<b>Draft EIR AC34 Project</b>	<b>AC34 Project Variant</b>
<b>Hazards and Hazardous Materials (cont.)</b>	<ul style="list-style-type: none"> <li>Significant impact because long-term development under the Host Agreement could result in release of hazardous building materials during demolition of structures, which could be mitigated through surveys and implementation of approved removal and disposal protocols</li> </ul>	
<b>Mineral and Energy Resources</b>	<ul style="list-style-type: none"> <li>All impacts less than significant</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR AC34 project, all impacts less than significant</li> </ul>
<b>Agriculture and Forest Resources</b>	<ul style="list-style-type: none"> <li>No impacts</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR AC34 project, no impacts significant</li> </ul>

the southerly shift in race activities and the lower likelihood of desirable viewing opportunities. However, to be conservative, this EIR assumes that all identified impacts and mitigation measures relevant to secondary viewing areas in Marin County and Angel Island would be the same for the AC34 Project Variant as was identified for the Draft EIR project. Furthermore, given the highly conservative visitation analysis used in the Draft EIR, no substantial increase in visitation at AC34 venues and secondary areas along the San Francisco waterfront beyond that already estimated would be expected to occur, even if some of the spectators from the North Bay were to shift to San Francisco because of the refinements in the race area. All potential in-water impacts to water quality and biological resources associated with proposed activities within the race area would be the same or less for the AC34 Project Variant as those identified for the Draft EIR project, and the same mitigation measures would apply.

The AC34 race area refinements also identify sensitive resource area buffers and helicopter buffers. These buffers are designed to protect sensitive species at Alcatraz Island and at Crissy Field Wildlife Protection Area (WPA). Race-related motorized boating activities would be prohibited within the sensitive resource area buffers; these resources areas extend about 300 feet from the shoreline around Alcatraz and along Crissy Field as shown in Figure 11-1. The helicopter buffers are also designed to protect wildlife species, and would restrict helicopter operations to avoid air space within at least 1,000 feet (vertical and horizontal) above Alcatraz and Crissy Field WPA. While these refinements would provide further protection of wildlife during the AC34 events, the impact conclusions for biological resources would be the same as those presented in the Draft EIR, and all identified mitigation measures would still be required.

Refinements to the AC34 race schedule would result in no changes to the impacts identified in the Draft EIR because none of the impacts analyzed in the Draft EIR were based on specific dates of AC34 event activities, but rather, on the general months and seasons that the AC34 events are scheduled to occur. Therefore, the AC34 race area and schedule refinements associated with the AC34 Project Variant would not result in any new significant effects beyond those identified in the

Draft EIR or increase the severity of a significant impact, and no new mitigation measures would be required. No further discussion or analysis of the race area and schedule refinements is required.

### **11.3.2.2 AC34 Project Variant Construction Refinements**

With respect to the construction refinements, as shown in Table 11-4 above, the AC34 Project Variant would result in overall less dredging, reduced installation of floating dock and barge platforms, and less associated pile driving/anchoring systems compared to the Draft EIR AC34 project. All aspects of AC34 construction-related impacts (i.e., noise, air quality, transportation, water quality, marine biological resources, etc.) would therefore be the same as or less severe than those identified in the Draft EIR, either in terms of duration of impacts and/or intensity of the impacts, depending on the specific project site. However, the overall reduced level of construction would not be sufficient to reduce any of the significant construction-related impacts to less than significant, and all identified mitigation measures related to construction activities would remain applicable to the AC34 Project Variant. Although the AC34 Project Variant would include installation of temporary berthing facilities at Pier 9 that were not part of the Draft EIR AC34 project, the impacts of construction activities, including dredging, at Pier 9 were previously analyzed in the Reduced Spectator Berthing Alternative in Chapter 7 of the Draft EIR (pages 7-46 to 7-49), and were determined to be similar in scale and intensity to those of the Draft EIR AC34 project and to require the same mitigation measures. Therefore, the construction refinements associated with the AC34 Project Variant would not result in any new significant effects beyond those identified in the Draft EIR or increase the severity of a significant impact, and no new mitigation measures would be required. No further discussion or analysis of the construction refinements is required.

### **11.3.2.3 Additional Temporary and Permanent Public Access Improvements for the AC34 Variant**

For two of the proposed public access improvements (temporary access at the Pier 43 Promenade and permanent access improvements at Bayview Gateway), CEQA environmental review was completed and approved on these improvements in 2009. The Mitigated Negative Declaration on the *Port of San Francisco Proposition A Waterfront Open Space Improvements* (San Francisco Planning Department File No. 2008.0680E) determined all significant and potentially significant impacts would be reduced to less than significant with incorporation of identified mitigation measures for the Pier 43 Promenade and Bayview Gateway waterfront public open space projects. This mitigated negative declaration is incorporated by reference into this EIR, and therefore no further discussion or analysis of the environmental effects of these improvements is required in this document. The other proposed public access improvements — temporary parklets along The Embarcadero during the AC34 2013 events, permanent public access at Piers 19 and 23, and permanent public access improvements to an existing walkway at the Marina Green — are discussed further below under the relevant resource topics.



#### 11.3.2.4 AC34 Project Variant Refinements to Amendments to the BCDC Special Area Plan

The refinements to amendments to the BCDC Special Area Plan for the AC34 Project Variant, as listed above in Section 11.3.1.9, represent very minor changes from those described in the Draft EIR (see EIR, Section 3.4.10, pages 3-93 to 3-94). For the reasons listed below, these refinements are similar enough to the amendments for the Draft EIR AC34 project that they would not result in any new significant effects beyond those identified in the Draft EIR or increase the severity of a significant impact, and no new mitigation measures would be required. No further analysis of these refinements is required.

- ***Brannan Street Wharf Open Water Basin (Piers 32-36).*** This amendment to allow for temporary mooring of AC72 catamaran racing yachts, several large, private yachts and any related tender/support vessels prior to and during the AC34 events would be essentially the same as described (page 3-93) and analyzed in Chapter 5 of the Draft EIR.
- ***Rincon Point Open Water Basin (Piers 14-22½).*** This amendment would allow the temporary berthing of large private yachts and any related tender/support vessels prior to and during the AC34 events, in a portion of the open water basin north of the northern border of Rincon Park, preserving Bay views from this park. In contrast, the Draft EIR project requested amendments to permit temporary berthing anywhere with this open water basin, to accommodate a much larger proposed temporary floating dock at this location. Under the AC34 Project Variant, the reduction in affected area at the Rincon Point Open Water Basin and the preservation of Bay views from Rincon Point would reduce the severity of impacts identified in the Draft EIR at this location, but all mitigation measures identified to reduce significant impacts associated with impacts on biological resources and water quality due to this temporary use would still be required.
- ***Broadway Open Water Basin (Piers 5-9).*** This amendment would allow the temporary berthing of large private yachts along the Pier 9 South apron prior to and during the AC34 events. Temporary berthing in the Broadway Open Water Basin was analyzed in the Draft EIR under the AC34 Reduced Spectator Berthing Alternative (pages 7-76 to 7-49) and impacts were determined to be similar to or less than those of the Draft EIR project, and require the same mitigation measures.
- ***Northeast Wharf Open Water Basin (Piers 19-27).*** This amendment would allow temporary berthing of large private yachts along the Pier 27 apron and race support vessels along the Pier 23 North apron prior to and during the AC34 events. This temporary use would be essentially the same as that described in the Draft EIR on page 3-75 and shown in Figure 3-29, and analyzed in Chapter 5 of the Draft EIR.
- ***Public Benefits.*** Similar to that described and analyzed in the Draft EIR, the SAP amendments are likely to trigger public benefits requirements such as fill removal at certain sites. This is described in the Draft EIR, pages 3-94 and 3-110 to 3-113, as updated above in Section 11.2.5, and analyzed in Chapter 5 of the Draft EIR.

### 11.3.2.5 AC34 Venue Refinements and Other Public Access Improvements

#### *Land Use*

Similar to the Draft EIR AC34 project, the AC34 venue refinements and other public access improvements would neither physically divide an established community, conflict with any applicable land use plans or policies, nor have a substantial effect on the existing character of the project sites or vicinities. With the exception of the proposed new temporary berthing facilities and dredging at Pier 9, and shift in proposed temporary berthing from Piers 14-22 ½ (Rincon Point Open Water Basin) to Pier 14 North/South, all AC34 project venues would be at the same locations as those for the Draft EIR AC34 project. The proposed venue plan at Pier 9 would be similar to that analyzed in the Draft EIR under the AC34 Reduced Spectator Berthing Alternative; and consistent with that analysis, the impacts associated with temporary facilities at Pier 9 in the Broadway Open Water Basin would be similar to or less than those of the Draft EIR project and require the same mitigation measures associated with potential impacts on noise, air quality, marine biological resources, and water quality. The reduced scale temporary berthing facilities at Rincon Point Open Water Basin would be shifted to Pier 14 North/South, in order to maintain views of the Bay, and like the Draft EIR AC34 project, these temporary facilities would have a less-than-significant effect on the existing character of the project vicinity.

The proposed public access improvements consisting of temporary parklets along The Embarcadero for use during the AC34 events, post-AC34 event proposed permanent public access on Piers 19 and 23, and post-AC34 event proposed permanent improvements on an existing walkway at the Marina Green, would not physically divide an established community, would be changes in keeping with established development patterns and policies in the City for these locations, and would not substantially affect the existing character of the project sites. Like the Draft EIR AC34 project, these improvements would result in less-than-significant impacts on land use.

#### *Aesthetics*

Similar to the Draft EIR AC34 project, the AC34 Project Variant would not have a substantial adverse effect on a scenic vista, would not affect scenic resources or the visual character of project surroundings. As described above in Section 11.3.1, the venue refinements proposed under the AC34 Project Variant would be minor changes from what was described and analyzed at most of the AC34 venues. The exceptions would be the refinements in temporary berthing facilities proposed within the Rincon Point Open Water Basin for AC34 2013, where those temporary berthing facilities would be shifted north to Pier 14 North/South, and the new temporary berthing facilities proposed at Pier 9 within the Broadway Open Water Basin for AC34 2013, similar to that proposed at Pier 9 under the AC34 Reduced Spectator Berthing Alternative in the Draft EIR. Under the AC34 Project Variant, the revised location of the temporary berthing at the north end of the Rincon Point Open Water Basin would substantially reduce the extent of temporary blockage of expansive public views of the Bay. The addition of this temporary berthing in the Broadway Open Water Basin under the AC34 Project Variant would have less-than-significant effects on visual resources, as previously discussed in the Draft EIR under the AC34 Reduced Spectator Berthing Alternative.

Section 5.3.3.3 of the Draft EIR presented bird's eye view renderings of the AC34 project venues as envisioned at that time of publication, including the Piers 30-32 Team Bases (Figure 5.3-9), AC Village at the Marina Green (Figure 5.3-10), temporary berthing at Rincon Point Open Water Basin (Figure 5.3-11), and AC Village at Piers 27-29 (Figures 5.3-12 through 5.3-13B). New renderings of the proposed AC34 venues under the AC34 Project Variant depicting all of the proposed venue refinements are presented in **Figures 11-22 through 11-33** for informational purposes; not all of the renderings depict a venue where refinements to the Draft EIR AC34 project have occurred. The renderings include proposed bird's-eye and ground-level view renderings of the AC Village at Marina Green (Figures 11-22 through 11-24); bird's eye and ground-level view renderings of the proposed team bases at Piers 30-32 (Figures 11-25 and 11-26); bird's eye view rendering of the proposed temporary spectator berthing at Pier 14 North/South (Figure 11-27); bird's eye view rendering of proposed temporary new spectator boat berthing at Pier 9 (Figure 11-28); and bird's eye and ground-level view rendering of the proposed AC Village at Marina Green (Figures 11-29 through 11-30). In addition to showing all the venue modifications described above in Section 11.3.1.6, these renderings depict the AC34 Project Variant as a "balloon-free" event, which, in some cases such as at Pier 27 and the Marina Green, is the only change from the Draft EIR AC34 project. The absence of large red balloons would reduce the visual contrast of the temporary event facilities when viewed from a distance either from the land or the water.

The other additional public access improvements — temporary parklets along The Embarcadero during the AC34 2013 events, post-AC34 event permanent public access at Piers 19 and 23, and post AC34 event permanent public access improvements to an existing walkway at the Marina Green — would be consistent with the visual setting as well as design guidelines at these locations, and any impacts on visual resources would be less than significant.

### ***Cultural and Paleontological Resources***

The venue refinements included under the AC34 Project Variant would result in the same or less severe impacts on historic resources as those identified for the Draft EIR AC34 project. Unlike the Draft EIR AC34 project, the AC34 Project Variant would not include strengthening or seismic upgrade to the Pier 29 superstructure; however, repair of the Piers 27-29 substructure would still be required. Similar to the Draft EIR AC34 project, as described in EIR Chapter 5, page 5.5-89, this component of the project at Pier 29 under the AC34 Project Variant would have a less-than-significant impact on historic resources. In addition, under the AC34 Project Variant, the existing bulkhead wharves at Section 3 (connects Pier 27 to the seawall), Section 4 (connects Piers 29 and 31 to the seawall and serves as the substructure to the Belt Railroad Office Building), and Section 10 (in the vicinity of Piers 30-32) would be repaired rather than being demolished and reconstructed based on more detailed studies that have been conducted since publication of the Draft EIR. This reduced construction requirement for the bulkhead wharf under the AC34 Project Variant would reduce the severity of impacts compared to those identified for the Draft EIR AC34 project. The impacts of these improvement on cultural resources would be less than significant because the bulkhead wharf repairs would be subject to the Port's adopted *Historic Preservation Review Guidelines for Pier and Bulkhead Wharf Substructures*. The Port's guidelines provide guidance on the repair and alteration of pier and bulkhead wharf substructures to



Note: This is a conceptual rendering.

SOURCE: AECOM

Case No. 2010.0493E: AC34 / Cruise Terminal and Northeast Wharf Plaza (210317)

**Figure 11-22**

AC34 Project Variant: Rendering of Proposed  
AC Village at Marina Green – Bird's Eye View





Note: This is a conceptual rendering.

SOURCE: AECOM

Case No. 2010.0493E: AC34 / Cruise Terminal and Northeast Wharf Plaza (210317)

**Figure 11-23**

AC34 Project Variant: Rendering of Proposed AC Village at Marina Green –  
Ground Level View from Marina Boulevard Looking North



Note: This is a conceptual rendering.

SOURCE: AECOM

Case No. 2010.0493E: AC34 / Cruise Terminal and Northeast Wharf Plaza (210317)

**Figure 11-24**

AC34 Project Variant: Rendering of Proposed AC Village at Marina Green –  
Ground Level View from Marina Boulevard Looking Northwest





Note: This is a conceptual rendering that does not show potential railings and/or other safety features that may be required at pier edge.

SOURCE: AECOM

Case No. 2010.0493E: AC34 / Cruise Terminal and Northeast Wharf Plaza (210317)

**Figure 11-25**

AC34 Project Variant: Rendering of Proposed Team Bases at Piers 30-32 and Brannan Street Wharf Open Water Basin – Bird's Eye View from The Embarcadero



Note: This is a conceptual rendering that does not show potential railings and/or other safety features that may be required at pier edge.

SOURCE: AECOM

Case No. 2010.0493E: AC34 / Cruise Terminal and Northeast Wharf Plaza (210317)

**Figure 11-26**

AC34 Project Variant: Rendering of Proposed Team Bases at Piers 30-32 and Brannan Street Wharf Open Water Basin – Ground Level View from Piers 30-32 Looking East





Note: This is a conceptual rendering.

SOURCE: AECOM

Case No. 2010.0493E: AC34 / Cruise Terminal and Northeast Wharf Plaza (210317)

**Figure 11-27**

AC34 Project Variant: Rendering of Proposed Spectator Boat Berthing Facilities at Pier 14 North/South – Bird's Eye View



Note: This is a conceptual rendering.

SOURCE: AECOM

Case No. 2010.0493E: AC34 / Cruise Terminal and Northeast Wharf Plaza (210317)

**Figure 11-28**

AC34 Project Variant: Rendering of Proposed Spectator Boat  
Berthing Facilities at Pier 9 – Bird's Eye View





Note: This is a conceptual rendering that does not show potential railings and/or other safety features that may be required at pier edge.

SOURCE: AECOM

Case No. 2010.0493E: AC34 / Cruise Terminal and Northeast Wharf Plaza (210317)

**Figure 11-29**

AC34 Project Variant: Rendering of Proposed AC Village at Piers 27-29 – Bird's Eye View from the Bay





Note: This is a conceptual rendering that does not show potential railings and/or other safety features that may be required at pier edge.

SOURCE: AECOM

Case No. 2010.0493E: AC34 / Cruise Terminal and Northeast Wharf Plaza (210317)

**Figure 11-30**

AC34 Project Variant: Rendering of Proposed AC Village at Piers 27-29—  
Bird's Eye View from Telegraph Hill



Note: This is a conceptual rendering that does not show potential railings and/or other safety features that may be required at pier edge.

SOURCE: AECOM

Case No. 2010.0493E: AC34 / Cruise Terminal and Northeast Wharf Plaza (210317)

**Figure 11-31**

AC34 Project Variant: Rendering of Proposed AC Village at Piers 27-29  
Before and After Races– Ground Level View from Piers 27-29





Note: This is a conceptual rendering that does not show potential railings and/or other safety features that may be required at pier edge.

SOURCE: AECOM

Case No. 2010.0493E: AC34 / Cruise Terminal and Northeast Wharf Plaza (210317)

**Figure 11-32**

AC34 Project Variant: Rendering of Proposed AC Village at Piers 27-29 During Races—  
Ground Level View from Piers 27-29



Note: This is a conceptual rendering that does not show potential railings and/or other safety features that may be required at pier edge.

SOURCE: AECOM

Case No. 2010.0493E: AC34 / Cruise Terminal and Northeast Wharf Plaza (210317)

**Figure 11-33**

AC34 Project Variant: Rendering of Proposed AC Village at Piers 27-29 During Races—  
View from Spectator Bleacher Seats

maintain the structural integrity and function consistent with the Secretary's Standards, and these guidelines would be sufficient to reduce the project effects on the bulkhead wharf to a less-than-significant level without the need for additional mitigation. Therefore, under the AC34 Project Variant, Mitigation Measure M-CP-1a (Bulkhead Wharf Substructure Review Process) that was identified for the Draft EIR project would not be required.

Other venue refinements under the AC34 Project Variant are based on studies that indicated that the project would no longer require installation of floating docks, or repair of the aprons or fendering for Piers 26 and 28. Likewise, apron and fender repair is no longer proposed for the north side of Pier 19 or for Pier 19½. However, the AC34 Project Variant would still include repairs to the south apron of Pier 19. The fixed barge/platform proposed off the end of the Pier 23 and the floating docks proposed on the south side of the pier under the Draft EIR AC34 project have been eliminated under the AC34 Project Variant; however the floating docks are still proposed for the north side of the pier. As such, the less-than-significant impacts identified with these project features for the Draft EIR AC34 project would be further reduced under the AC34 Project Variant.

Thus, the proposed venue refinements would not result in any new significant effects beyond those identified in the Draft EIR or increase the severity of a significant impact, and no new mitigation measures would be required.

With respect to the other additional public access improvements proposed under the AC34 Project Variant, both Piers 19 and 23 are located within the Embarcadero Historic District. Following the AC34 events, the entire Pier 23 north apron (680 feet by 18 feet) and Pier 19 south apron (850 feet by 17 feet) are proposed to be made available for permanent public access. The work would include repairs and/or replacement of pile and decking of the apron. Public access amenities could include installation of railings (at Pier 19 only), benches and trash/recycling receptacles, and public access signage. The design details for these proposed improvements would be subject to review by Port staff for consistency with Port Commission Resolution No. 04-89 and the Port's *Historic Preservation Guidelines for the Repair of Pier and Bulkhead Wharf Substructures* (see EIR pages 5.5-73 to 5.5-74), and therefore, potential impacts of these public access improvements on historic resources would be less than significant.

The Port has considerable experience with reviewing or implementing pier apron repairs and public access improvements that are designed to meet the Secretary's Standards within the Embarcadero Historic District. The public access improvements would not change the analysis or conclusions presented in the Draft EIR, would not result in any new significant effects beyond those identified in the Draft EIR or increase the severity of a significant impact, and no new mitigation measures would be required.

### ***Transportation and Circulation***

Neither the venue refinements nor the additional public access improvements at Piers 19 and 23 associated with the AC34 Project Variant would substantially, if at all, affect the traffic volumes, intersection analysis, transit analysis, pedestrian analysis, bicycle analysis, loading analysis, construction analysis or parking analysis that was previously completed for the Draft EIR AC34



project. Thus, the AC34 Project Variant would not change the transportation analysis or conclusions presented in the Draft EIR, would not result in any new significant effects beyond those identified in the Draft EIR or increase the severity of a significant impact, and no new mitigation measures would be required.

The proposed post-AC34 event public access improvements at the Marina Green were analyzed for potential transportation impacts. The widening of the existing public access promenade is not expected to result in an increase in travel demand to or from the Marina Green, and therefore, pedestrian, bicycle, vehicle travel, and parking demand is anticipated to remain similar to existing conditions. As part of the walkway widening, the travelway of the Marina Green Drive within the parking lot would be narrowed from 30-feet to 25-feet, however, adequate width would be provided to maintain two-way travel on Marina Green Drive. Travel lane operations on Marina Boulevard would not be affected, nor would any on-street yellow commercial freight loading spaces. Emergency access on Marina Boulevard and Marina Green Drive would be maintained. Furthermore, the number of parking spaces is expected to remain unchanged, since the existing 90-degree parking configuration would be maintained, and existing permit parking regulations would remain unchanged. Therefore, this public access improvement proposed under the AC34 Project Variant would result in less than significant impacts on transportation.

### *Noise*

Neither the venue refinements nor the additional public access improvements at Piers 19 and 23 associated with the AC34 Project Variant would substantially, if at all, affect the impact analysis of construction or operational noise that was previously completed for the Draft EIR AC34 project. As described above, construction refinements under the AC34 Project Variant would reduce the severity of construction noise impacts, either with respect to duration of impacts or intensity, but none of the impact conclusions would change from those presented in the Draft EIR, and all identified noise mitigation measures would be required under the variant.

It should be noted that implementation of Mitigation Measure M-AQ-5 (Clean Sources for Temporary Power at Venues) as augmented (see Section 12.13) to further reduce operational air quality emissions would also reduce operational noise impacts at Piers 27-29 as previously identified in Impact NO-2, pages 5.7-34 to 5.7-37 in the Draft EIR, for the AC34 Project Variant. This measure would require use of hydropower as the source of electricity as provided by the local public utilities for supplying temporary power to the venue sites where available rather than use of generators. At Piers 27-29 use of hydropower provided by a public utility instead of generators would reduce operational noise levels to below threshold levels. However, the addition of this mitigation measure would not change the impact conclusion for Impact NO-2, which is based on the analysis of amplified sound rather than on generator noise, and all identified mitigation measures would still be required.

### *Air Quality*

Air quality impacts associated with the venue refinements or public access improvements for the AC34 Project Variant would be the same as those identified for the Draft EIR AC34 project, as updated and revised in Section 12.13 of this document. Because construction requirements would

be the same or less than those identified for the Draft EIR AC34 project, none of the venue refinements or additional public access improvements would substantially affect the construction assumptions used for the air quality analysis. Emissions from construction-related activities may be somewhat reduced due to the reduced level of constructions (i.e., reduced levels of dredging, reduced installation of floating dock and barge platforms, and less associated pile driving/anchoring systems compared to the Draft EIR AC34 project). With respect to operational impacts of the venue refinements, the emissions associated with operations and decommissioning of shoreside power would be the same for the AC34 Project Variant as those identified for the Draft EIR AC34 project. Accordingly, all of the air quality mitigation measures identified for the Draft EIR AC34 project would be required for the AC34 Project Variant, including the revised and augmented measures listed in Section 11.2.8 above and described in Section 12.13. No substantial change in air quality emissions from existing conditions would be associated with operation of the public access improvements; and therefore, those impacts would be less than significant.

As described above, the reduced construction requirements for the AC34 Project Variant compared to the Draft EIR AC34 project could incrementally reduce the air pollutant emissions estimated for the construction phase. Regardless, the AC34 Project Variant result in the same magnitude of air quality impacts at those identified for the Draft EIR AC34 project, would not change the air quality analysis or conclusions presented in the Draft EIR, would not result in any new significant effects beyond those identified in the Draft EIR or increase the severity of a significant impact, and no new mitigation measures would be required.

### ***Biological Resources, Upland and Marine***

None of the venue refinements and public access improvements under the AC34 Project Variant would substantially, if at all, affect the impact analysis of upland or marine biological resources previously completed for the Draft EIR AC34 project. The reduced level of constructions (i.e., reduced levels of dredging, reduced installation of floating dock and barge platforms, and less associated pile driving/anchoring systems compared to the Draft EIR AC34 project) associated with the AC34 Project Variant could incrementally reduce the severity of potential impacts on biological resources, but it is conservatively assumed that the impacts of variant would be essentially the same nature and magnitude of impacts on biological resources as described for the Draft EIR AC34 project, and all of the mitigation measures identified in the Draft EIR would be required for the AC34 Project Variant. The addition of temporary berthing facilities at Pier 9 and relocation of the temporary berthing facilities in the Rincon Point Open Water Basin under the AC34 Project Variant is accounted for under this reduced level of overall construction and associated potential for disturbance to biological resources so that no additional mitigation measures are required.

The additional post-AC34 event public access improvements on Piers 19 and 23 and at the Marina Green would generally occur on previously disturbed or developed lands, and there would be no impacts to sensitive species or habitats. Construction activities related to these improvements would be expected to be similar to those identified for the Draft EIR AC34 project at these same locations. Potential impacts on breeding birds or bat roosts associated with

construction activities on piers would be the same as those identified for the Draft EIR AC34 project, and the same mitigation measures would be required.

As described above, the AC34 Project Variant would include the race course refinements and identification of sensitive resource protection buffer areas, which would reduce impacts to shorebirds, breeding birds, and other sensitive biological resources (including the snowy plovers). However, none of the impact conclusions would change from those previously identified for the Draft EIR AC34 project. Similarly, construction refinements included in the AC34 Project Variant would reduce the severity of construction impacts to both marine and upland species, either with respect to duration of impacts or intensity, but none of the impact conclusions would change from those presented in the Draft EIR. All identified biological resources mitigation measures would be required under the AC34 Project Variant. Thus, the AC34 Project Variant would not change the conclusions presented in the Draft EIR, would not result in any new significant effects beyond those identified in the Draft EIR or increase the severity of a significant impact, and no new mitigation measures would be required.

### ***Hydrology and Water Quality***

The venue refinements and public access improvements associated with the AC34 Project Variant would result in the same types of impacts on water quality as those previously identified for the Draft EIR AC34 project. Venue refinements at all of the pier project sites under the AC34 Project Variant, including Piers 9 and 14, would require construction and demolition activities above and near the Bay, dredging, in-water construction, and placement of temporary in-water structures identical to those proposed actions analyzed in Impact HY-1 for the Draft EIR AC34 project, and the same mitigation measures, namely Mitigation Measure M-HY-1 (Water Quality Best Management Practices) would be required to reduce impacts to less than significant. Similarly, proposed public access improvements at Piers 19 and 23 and along the Marina Green would require construction activities above and near the Bay, and Mitigation Measure M-HY-1 would also be required to reduce impacts to less than significant. The AC34 Project Variant would not change the conclusions presented in the Draft EIR, would not result in any new significant effects beyond those identified in the Draft EIR or increase the severity of a significant impact, and no new mitigation measures would be required.

### ***Other Resource Areas***

The venue refinements and public access improvements under the AC34 Project Variant would have no effect on the impact analyses or conclusions previously reached for the Draft EIR AC34 project in the following areas: population and housing; greenhouse gas emissions; wind and shadow; recreation; utilities; public services; geology and soils; hazards and hazardous materials; mineral and energy resources; and agriculture and forest resources. None of the changes from the Draft EIR AC34 project to the AC34 Project Variant would substantially affect the assumptions used in the impact analysis in these resource areas.

With respect to population and housing, none of the venue refinements or public access improvements would affect population, housing, or employment. The basis for determining that impacts on the greenhouse gases emissions or energy usage would be less than significant are the

same as for the Draft EIR AC34 project. The variant would not result in any changes to locations or structures that would affect wind or shadow effects differently from those identified for the Draft EIR AC34 project. None of the components of the venue refinements or public access improvements would affect or physically degrade recreational resources, but instead would provide additional public access opportunities. The AC34 Project Variant would not change the demand for utilities or public services compared to that for the Draft EIR AC34 project. There would be no differences in exposure to geologic hazards or cause soil erosion, and similarly, use and management of hazardous materials would be essentially the same as described for the Draft EIR AC34 project. Thus, in all of these impact areas, the AC34 Project Variant would not result in any new significant effects beyond those identified in the Draft EIR or increase the severity of a significant impact, and no new mitigation measures would be required.

#### **11.3.2.6 Alternatives**

None of the changes associated with the AC34 Project Variant would warrant any new alternatives because there would be no additional significant impacts beyond that previously identified for the Draft EIR AC34 project. In comparing the impacts of the AC34 Project Variant with those of the Draft AC34 EIR project, the No Project Alternative, the Open Ocean Alternative, Reduced Intensity and Long-Term Development Alternative, and the Reduced Spectator Berthing Alternative, the AC34 Project Variant would incorporate some of the benefits associated with the Reduced Spectator Berthing Alternative.

In addition to achieving all of the project objectives, the AC34 Project Variant would provide increased views of the Bay compared to the Draft EIR AC34 project due to the relocation and downsizing of the temporary berthing at the Rincon Point Open Water Basin, would reduce potential impacts on historic resources associated with repairs to the bulkhead wharf, and would incrementally reduce overall impacts from construction. However, conclusions regarding the environmentally superior alternative would remain unchanged from those identified in the Draft EIR, which identified the Reduced Intensity and Long-Term Development Alternative. Please see Section 11.5 for discussion of the Reduced Intensity and Long-Term Development Sub-Alternative.

#### **11.3.2.7 Mitigation Measures Applicable to the AC34 Project Variant**

As described above, implementation of the AC34 Project Variant would not result in any new significant effects beyond those identified for the Draft EIR AC34 project or a substantial increase in the severity of a previously identified significant impact, and no new mitigation measures would be required. Mitigation measures applicable to the Draft EIR AC34 project are presented in Chapter 5 of the EIR under each of the resource topics, and some of the measures are revised and augmented in this Comments and Responses document as shown in Chapter 13. All of these mitigation measures, with the minor exception listed below, would also apply to the AC34 Project Variant.

The modifications/adjustments to the mitigation measures applicable to the AC34 Project Variant are as follows:

- Mitigation Measure M-CP-1a, Bulkhead Wharf Substructure Review Process, would not be required, due to the reduced level of infrastructure improvements associated with strengthening or seismic upgrade to the Pier 29 superstructure that would be required compared to the Draft EIR AC34 project.

## 11.4 Cruise Terminal Project Variant

Since publication of the Draft EIR, the Port has developed a new project variant, referred to as the Cruise Terminal Project Variant, which incorporates a number of design refinements for the Cruise Terminal project. All of the new information described in the Project Updates, above, applicable to the Cruise Terminal project would also be incorporated into the Cruise Terminal Project Variant.

### 11.4.1 Description of Cruise Terminal Project Variant

#### 11.4.1.1 Cruise Terminal Project Variant Objectives

The Cruise Terminal Project Variant would have the identical project purpose and objectives as that of the Draft EIR Cruise Terminal project (Draft EIR, Vol. 1, Chapter 3, Section 3.2.2, page 3-4). The Cruise Terminal Project Variant would achieve all the project goals and objectives as the Draft EIR AC34 project.

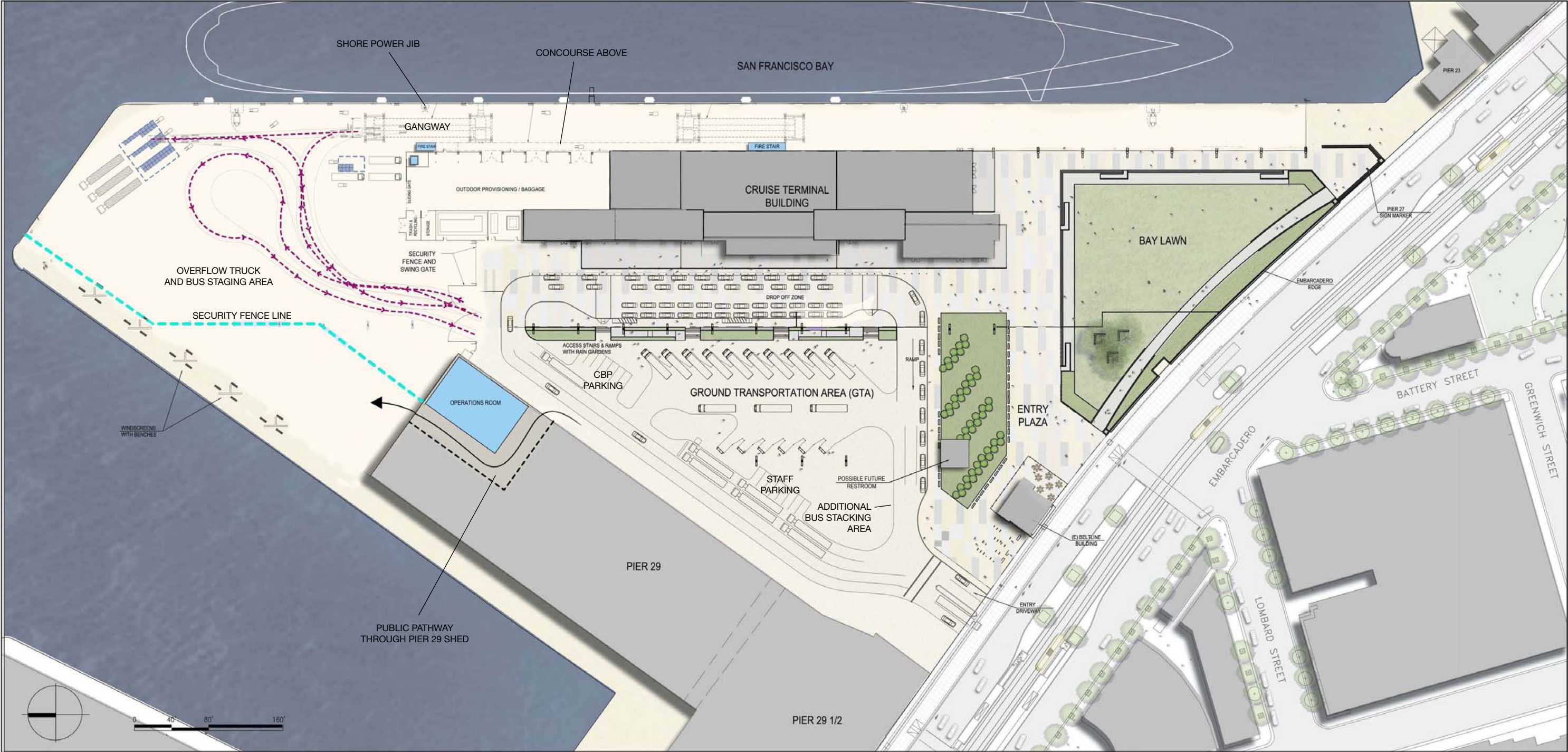
#### 11.4.1.2 Cruise Terminal Refinements

As part of the ongoing BCDC Design Review Board and Waterfront Design Advisory Committee review of the proposed Cruise Terminal project design, a refined cruise terminal provisioning layout is now proposed as part of the Cruise Terminal Project Variant. **Figure 11-34** presents the Cruise Terminal Project Variant site plan.

#### *Provisioning Area Reconfiguration*

Under the Cruise Terminal Project Variant, the proposed provisioning area, and associated security fencing and vehicle circulation would be modified to allow public access to occur on the west side of Pier 29 on all days, regardless of whether a cruise ship is in port. Under the Cruise Terminal Project Variant, the provisioning truck access circulation would be shifted towards the Pier 27 portion of the pier to serve the reconfigured provisioning area. The Cruise Terminal sally port and security gate fencing would be reconfigured such that only a portion of the area at the end of Piers 27-29 would be closed off when a cruise ship is in port, instead of closing off the entire end of Piers 27-29 as under the Draft EIR Cruise Terminal project. As with the proposed security fence proposed along the Pier 27 apron, the reconfigured security fence at the end of Piers 27-29 would be retracted to allow free passage by the public to this area from the Ground Transportation Area when a cruise ship is not in port. The provisioning area immediately northeast of the Pier 27 cruise terminal building would not be available for public access, except designated perimeter walkways connecting to the Pier 27 apron, which would be open to the public on non-cruise days.





LEGEND:

- |  |  |  |               |
|--|--|--|---------------|
|  | UNLOADING SERVICE TRUCK                              |  | 4'X4' PALLETS |
|  | STAGING SERVICE TRUCK                                |  | FORKLIFT      |
|  | BOX TRUCK  |  | PICKER        |
|  | SPACE FOR STORES REMOVAL, STAGING AND SECURITY CHECK |  |               |

SOURCE: Pfau Long Architecture

Case No. 2010.0493E: AC34 / Cruise Terminal and Northeast Wharf Plaza (210317)

**Figure 11-34**  
Cruise Terminal Project Variant:  
Cruise Terminal and Northeast Wharf Plaza Site Plan

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### ***Realignment of Cruise Terminal Access Driveway***

Under the Cruise Terminal Project Variant, the proposed cruise terminal driveway is moved to the south by approximately 30 feet, consistent with Mitigation Measure M-TR-83 in the Draft EIR. This relocation would provide additional distance for vehicles exiting the Cruise Terminal site to access the northbound left turn pocket at the approach to Chestnut and Sansome Streets without blocking the adjacent travel lanes.

### **11.4.1.3 Northeast Wharf Plaza Refinements**

#### ***Refinements to New Structures in the Plaza***

The Draft EIR Cruise Terminal project proposed several ancillary structures for commercial and recreational services (e.g., snacks, bike rentals) in the park/piazza design. Under the Cruise Terminal Project Variant, no commercial or recreational service structures would be constructed at the Northeast Wharf Plaza. However, the Cruise Terminal Project Variant includes potential future construction of a restroom facility structure within the landscaped buffer area between the plaza and the proposed Cruise Terminal Ground Transportation Area.

### **11.4.1.4 Cruise Terminal Project Variant Refinements to Amendments to BCDC Special Area Plan**

The Port has applied for an amendment to the BCDC SAP to build the proposed James R. Herman Cruise Terminal and the Northeast Wharf Plaza and to allow berthing of cruise vessels in the Northeast Wharf Open Water Basin. The amendment request was initiated by the BCDC through adoption of a brief descriptive notice in May 2011. To approve the amendment, BCDC must determine that amendments to the SAP retain a balance between the public benefits and private development opportunities.

Discussions between the Port and BCDC are ongoing as to the final proposed form of the proposed amendments, which would be subject to review and comment by the public through BCDC's formal process, and would be subject to approval by BCDC. Nonetheless, sufficient information is available at this time from which to conduct environmental review of these proposed amendments and for BCDC to proceed with their approval process.

The following list summarizes the proposed package of public benefits to replace the public benefits agreed to by the Port and BCDC with adoption of the 2000 amendments to the SAP, subject to funding availability and agreement by BCDC and the Port as to timing of implementation:

- ***Pier 27 Shed and East Wall of Pier 29.*** Remove the northeast portion of the Pier 27 shed and reconstruct the east wall of Pier 29 consistent with Secretary's Standards.
- ***Beltline Piazza.*** Either in conjunction with construction of Phase 2 improvements to the James R. Herman Cruise Terminal, or at a later date determined jointly by BCDC and the Port, increase the size of Northeast Wharf Plaza to include a Beltline piazza adjacent to the Embarcadero Promenade.

- ***Open Space at End of Piers 27-29.*** Submit a plan for review by the BCDC Design Review Board and the Waterfront Design Advisory Committee for use of the open space at the end of Piers 27 and 29 resulting from the removal of the northeastern portion of Pier 27 that addresses wind impacts in this location and provides for public assembly, active recreation, water-oriented recreation, or other uses that take advantage of the panoramic views at this location.
- ***Phased Public Access Improvements, Piers 27, 29, 31, 33.*** Implement phased public access improvements to the Pier 27 and the Pier 29 north apron and provide public access through Pier 29 or Pier 29½ to the Pier 29 apron, including a Bayside History Walk, triggered by a major permit for a new long-term lease or major rehabilitation project at Pier 29 or Pier 29½ or an earlier date agreed by BCDC and the Port. Implement phased public access improvements to the Piers 31-33 areas, triggered by a major permit for a new long-term lease or major rehabilitation project at Pier 31 or Pier 33 or an earlier date agreed to by BCDC and the Port.
- ***Open Water Basin at Piers 29-31.*** Submit a plan for review by the BCDC Design Review Board and the Waterfront Design Advisory Committee for a new Open Water Basin at Piers 29-31, and potentially to Pier 33, that provides for water-oriented recreation access, triggered by a major new lease at one or more of any these locations.
- ***Easternmost Portion of Pier 23 Shed.*** If the Open Water Basin at Piers 29-31 (or Pier 33) and the open space at the end of Pier 29 is approved by BCDC, eliminate the requirement to remove the easternmost 315 feet of the Pier 23 shed.
- ***Phased Improvements to the Pedestrian and Bicycle Experience.*** Develop design standards for phased improvements to the pedestrian and bicycle experience on the east and west side of The Embarcadero from China Basin to Fisherman's Wharf, in consultation with the San Francisco Planning Department, SFMTA, and BCDC, and, for the east side of The Embarcadero, in consultation with the BCDC Design Review Board. These standards would improve the pedestrian experience by building wider sidewalks that allow for improved landscaping, public seating and opportunities for public art, with pedestrian bulb-outs, consistent with the City's *Better Streets* guidelines. On the west side of The Embarcadero, the pedestrian experience would be enhanced by a series of open spaces, triggered by adjacent development.
- ***New Openings to View the Bay through Pier 19½.*** Implement phased, new openings to view the Bay through Pier 19½, or phased removal of Pier 19½ in its entirety, with the option to build new maritime or other trust-consistent facilities, including structures to support such uses within a portion of the existing footprint of Pier 19½, in the Piers 19-23 basin. Such phased improvements would require reconstruction of the north wall of the Pier 19 bulkhead and the westernmost portion of the Pier 19 shed, consistent with the Secretary's Standards, and public access along the Pier 19 north apron, the Pier 19½ apron and the Pier 23 south apron, including a Bayside History Walk, timed with a new long-term lease of Piers 19-23 or an earlier date agreed by BCDC and the Port.
- ***Pier 43 Promenade and Plaza Project.*** By a date to be determined jointly by BCDC and the Port, expand the Pier 43 Promenade Project to incorporate the renovation of the public plaza at the Pier 43 Historic Arch and adjacent areas, consistent with the Secretary's Standards, to further improve public access and views along the Fisherman's Wharf shoreline. For purposes of this requirement, no improvements that trigger a seismic upgrade will be required.

## 11.4.2 Environmental Effects of the Cruise Terminal Project Variant

This section discusses the environmental effects of the Cruise Terminal Project Variant compared to those presented in the Draft EIR. In many respects, the Cruise Terminal Project Variant would have fewer impacts with reduced severity compared to the Draft EIR Cruise Terminal project.

As described above in Section 11.4.1, the Cruise Terminal Project Variant would consist of: (1) cruise terminal refinements; (2) Northeast Wharf Plaza refinements; and (3) refinements to the amendments to the BCDC Special Area Plan. These refinements have been developed for numerous reasons, including on-going project development and design processes, continuing coordination with resource agencies associated with the environmental review and permitting processes, and in consideration of substantive concerns raised by the public during the Draft EIR public review period. All of the refinements and changes incorporated into the Cruise Terminal Project Variant consist of elements similar to those analyzed for the Draft EIR Cruise Terminal project, and significant environmental effects, if any, would be mitigated by measures already identified in the Draft EIR. Thus, as discussed in more detail below, the Cruise Terminal Project Variant would not result in any new significant effects beyond those identified in the Draft EIR or increase the severity of a significant impact, and no new mitigation measures would be required.

**Table 11-6** summarizes the significant environmental effects of the Cruise Terminal Project Variant compared to those of the Draft EIR project.

### 11.4.2.1 Cruise Terminal Refinements

The cruise terminal refinements consist of two components: reconfiguring the provisioning area and realigning the access driveway along The Embarcadero. The reconfiguration of the provisioning area would allow public access to occur on the west side of Pier 29 on all days, regardless of whether a cruise ship is in port, through reconfiguring the sally port and security fencing in this area. As shown in Figure 11-22, above, there would be no changes to the cruise terminal Ground Transportation Area (GTA) from the design in the Draft EIR Cruise Terminal project, including the parking and staging areas for buses and trucks when cruise ships are in port. This minor refinement would have no effect on the assumptions, impact analysis, and conclusions under any of the resource topics in Chapter 5 of the Draft EIR. This refinement would provide increased opportunities for recreational enjoyment of the waterfront and Bay views.

The proposed realignment of the cruise terminal access driveway 30 feet to the south is consistent with Mitigation Measure M-TR-83 (Relocate Cruise Terminal Vehicular Access) in the Draft EIR, page 5.6-148. This relocation would provide additional distance for vehicles exiting the cruise terminal site to access the northbound left turn pocket at the approach to Chestnut and Sansome Streets without blocking the adjacent travel lanes. With incorporation of this measure into the Cruise Terminal Project Variant, Impact TR-83 would be less than significant and Mitigation Measure M-TR-83 would not be required. This minor realignment would still maintain adequate separation from the Belt Line Office Building to avoid any effects on historic resources. This refinement would not affect any of the other assumptions, impact analysis, and conclusions under any of the resource topics in Chapter 5 of the Draft EIR.

**TABLE 11-6**  
**COMPARISON OF THE SIGNIFICANT ENVIRONMENTAL IMPACTS OF THE**  
**DRAFT EIR CRUISE TERMINAL PROJECT AND THE CRUISE TERMINAL PROJECT VARIANT**

<b>Environmental Resource</b>	<b>Draft EIR Cruise Terminal Project</b>	<b>Cruise Terminal Project Variant</b>
<b>Land Use</b>	<ul style="list-style-type: none"> <li>All impacts less than significant</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR Cruise Terminal project, all impacts less than significant</li> </ul>
<b>Aesthetics</b>	<ul style="list-style-type: none"> <li>All impacts less than significant</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR Cruise Terminal project, all impacts less than significant</li> </ul>
<b>Cultural and Paleontological Resources</b>	<ul style="list-style-type: none"> <li>Potentially significant impact on surrounding historic resources (including Pier 29, Pier 29 Annex, Pier 23 Restaurant, and the Embarcadero Historic District) due to the design of the Northeast Wharf Plaza could be mitigated through compliance with performance criteria that ensures complementary design and compliance with Secretary's Standards</li> <li>Potentially significant impacts on archeological resources could be mitigated with measures to prepare for and respond to inadvertent discovery of such resources</li> <li>Potentially significant impacts on disturbance of human remains could be mitigated with measures to prepare for and respond to inadvertent discovery of such finds</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR Cruise Terminal project, the same potentially significant impacts would be reduced to less than significant with the same mitigation measures except as follows: <ul style="list-style-type: none"> <li>Mitigation Measure M-CP-6b is revised to provide performance criteria appropriate for a restroom facility rather than for a commercial or recreational structure</li> </ul> </li> </ul>
<b>Population and Housing</b>	<ul style="list-style-type: none"> <li>All impacts less than significant</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR Cruise Terminal project, all impacts less than significant</li> </ul>
<b>Transportation and Circulation</b>	<ul style="list-style-type: none"> <li>Significant and unavoidable impact on capacity utilization standard on the F-Market &amp; Wharves historic streetcar line</li> <li>Significant and unavoidable cumulative impact on transit conditions on the F-Market &amp; Wharves historic streetcar line</li> <li>Potentially significant impact on traffic operations on The Embarcadero due to vehicles exiting the cruise terminal, which could be mitigated by relocating the vehicular access to the cruise terminal about 30 feet to the south</li> </ul>	<ul style="list-style-type: none"> <li>Potentially significant impact on traffic operations on The Embarcadero due to vehicles exiting the cruise terminal would be avoided. No mitigation would be required.</li> <li>The same impacts would be significant and unavoidable and all identified mitigation measures would be required to reduce impacts to the extent feasible</li> </ul>
<b>Noise and Vibration</b>	<ul style="list-style-type: none"> <li>Significant and unavoidable cumulative impact on roadway noise at five road segments in the vicinity of the cruise terminal due to the contribution from cruise terminal vehicle trips during weekends, midday</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR Cruise Terminal project, the same cumulative impact would be significant and unavoidable with no feasible mitigation measure</li> </ul>
<b>Air Quality</b>	<ul style="list-style-type: none"> <li>Significant and unavoidable construction-related air quality impacts due to emissions of criteria pollutants and precursors that would exceed Bay Area Air Quality Management District (BAAQMD) thresholds even with construction vehicle emissions minimization and restrictions on off-road construction equipment</li> <li>Significant, unavoidable contribution to cumulative air quality impacts because the project's contribution to cumulative impacts would exceed BAAQMD thresholds even with implementation of feasible mitigation</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR Cruise Terminal project, the same impacts would be significant and unavoidable and all identified mitigation measures would be required to reduce impacts to the extent feasible</li> </ul>
<b>Greenhouse Gas Emissions</b>	<ul style="list-style-type: none"> <li>All impacts less than significant</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR Cruise Terminal project, all impacts less than significant</li> </ul>

**TABLE 11-6 (Continued)**  
**COMPARISON OF THE SIGNIFICANT ENVIRONMENTAL IMPACTS OF THE**  
**DRAFT EIR CRUISE TERMINAL PROJECT AND THE CRUISE TERMINAL PROJECT VARIANT**

<b>Environmental Resource</b>	<b>Draft EIR Cruise Terminal Project</b>	<b>Cruise Terminal Project Variant</b>
<b>Wind and Shadow</b>	<ul style="list-style-type: none"> <li>Potentially significant wind hazard impact due to proposed expansion of public open space at the end of Piers 27-29 if hazardous wind conditions coincide with public access to the area, but impact could be mitigated with posting of warning signs, limiting public access during hazardous winds, and through implementation of design features that provide wind protection for public access areas</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR Cruise Terminal project, the same potentially significant impact would be reduced to less than significant with the same mitigation measure</li> </ul>
<b>Recreation</b>	<ul style="list-style-type: none"> <li>All impacts less than significant</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR Cruise Terminal project, all impacts less than significant</li> </ul>
<b>Utilities and Service Systems</b>	<ul style="list-style-type: none"> <li>All impacts less than significant</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR Cruise Terminal project, all impacts less than significant</li> </ul>
<b>Public Services</b>	<ul style="list-style-type: none"> <li>All impacts less than significant</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR Cruise Terminal project, all impacts less than significant</li> </ul>
<b>Biological Resources, Upland</b>	<ul style="list-style-type: none"> <li>Potentially significant impacts on movement and nesting of bird and bat species due to building demolition and construction could be mitigated through seasonal restrictions on demolition of structures on piers, nest and roost avoidance, and other protective measures</li> <li>Potentially significant effects on migrating birds, which may be confused by the new source of night lighting, and/or clear glass windows, could be mitigated by shielded lights in areas where they are left on at night and incorporation of glazing designed to be visible to birds</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR Cruise Terminal project, the same potentially significant impacts would be reduced to less than significant with the same mitigation measures</li> </ul>
<b>Biological Resources, Marine</b>	<ul style="list-style-type: none"> <li>No Impacts</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR Cruise Terminal project, no impacts</li> </ul>
<b>Geology and Soils</b>	<ul style="list-style-type: none"> <li>Significant impacts related to groundshaking, liquefaction, lateral displacement, earthquake-induced settlement, or location on a geologic unit that is unstable, which could be mitigated through preparation and adherence to recommendations of a site-specific geotechnical investigation</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR Cruise Terminal project, the same significant impacts would be reduced to less than significant with the same mitigation measures</li> </ul>
<b>Hydrology and Water Quality</b>	<ul style="list-style-type: none"> <li>Potentially significant impact due to in-water construction that could substantially degrade water quality from use and handling of fuels, hazardous materials, and cement, but could be mitigated with implementation of water quality best management practices</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR Cruise Terminal project, the same potentially significant impact would be reduced to less than significant with the same mitigation measure</li> </ul>
<b>Hazards and Hazardous Materials</b>	<ul style="list-style-type: none"> <li>Significant impact related to release of hazardous building materials during demolition of structures, which could be mitigated through surveys and implementation of approved removal and disposal protocols</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR Cruise Terminal project, the same potentially significant impact would be reduced to less than significant with the same mitigation measure</li> </ul>
<b>Mineral and Energy Resources</b>	<ul style="list-style-type: none"> <li>All impacts less than significant</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR Cruise Terminal project, all impacts less than significant</li> </ul>
<b>Agriculture and Forest Resources</b>	<ul style="list-style-type: none"> <li>No Impacts</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR Cruise Terminal project, no impacts</li> </ul>

With the exception of Impact TR-83 described above, the proposed cruise terminal refinement under the Cruise Terminal Project Variant would result in all of the same impacts as the Draft EIR Cruise Terminal project, and with the exception of Mitigation Measure M-TR-83, all of the same mitigation measures would be required. The cruise terminal refinements would not result in any new significant effects beyond those identified in the Draft EIR or increase the severity of a significant impact, and no new mitigation measures would be required.

#### **11.4.2.2 Northeast Wharf Plaza Refinements**

Under the Cruise Terminal Project Variant, there would be no commercial or recreational service structures constructed at the Northeast Wharf Plaza as were envisioned in the Draft EIR Cruise Terminal project. However, as shown in Figure 11-34, above, a restroom facility structure could be constructed as part of the landscaped buffer between the plaza and the proposed cruise terminal GTA. The refinements to the Northeast Wharf Plaza includes possible construction of a 800 square-foot restroom building not to exceed 14 feet in height within a landscaped area at the eastern of the plaza space near the GTA. With the possible exception of effects on historic resources, which are discussed below, this refinement would have no effect on the assumptions, impact analysis, and conclusions under any of the resource topics in Chapter 5 of the Draft EIR. The proposed Northeast Wharf Plaza refinements under the Cruise Terminal Project Variant would result in all of the same impacts as the Draft EIR project, and all of the same mitigation measures would be required.

#### ***Cultural and Paleontological Resources***

EIR Impact CP-6 on pages 5.5-108 to 5.5-111 addresses the impact of the construction of the Northeast Wharf Plaza as proposed under the Draft EIR Cruise Terminal project on historic resources; this analysis determined that this impact would be less than significant with implementation Mitigation Measure M-CP-6, Northeast Wharf Plaza Performance Criteria, which includes specifications for structures at the Northeast Wharf Plaza applicable to commercial or recreational service structures. Consistent with the information provided in the Draft EIR, the final design of the Northeast Wharf Plaza under the Cruise Terminal Project Variant would be determined through the public planning and design review process managed by the Port and BCDC. Unlike the Draft EIR Cruise Terminal project that included four ancillary commercial structures, the build-out of the Northeast Wharf Plaza under the Cruise Terminal Variant would include construction of a restroom facility structure instead of commercial structures. Like the Draft EIR project, this variant could affect historic resources because of its potential to alter the historic setting of the nearby historic resources. The Draft EIR identified Mitigation Measure M-CP-6, Northeast Wharf Performance Criteria, the implementation of which would reduce impacts to less than significant.

ARG prepared an evaluation of the revised plaza design, included in **Appendix CP-7**. ARG's findings are summarized as follows:

- The revised design of the Northeast Wharf Plaza would retain the character of the waterfront historic district and would provide for public access to the Cruise Terminal and expand views and vistas to the open water.



- The Plaza retains the physical character of the pier deck through the use of non-intensive landscape features clearly delineated as an added layer and distinguished from the pier structure.
- The continued maritime use of the Historic District is important as a form of the historic use and function as an ocean and inland cargo and passenger transportation port.
- The revised design for the Northeast Wharf Plaza would remove no historic materials.
- The Belt Line Railroad Building would be rehabilitated in place and the Plaza would enhance the building's prominence by removing the non-contributing buildings and structures while providing a 30 foot set back so that the landscape allows the building's identity as a freestanding structure situated within a working maritime environment to be expressed.
- The plaza design provides for the a possible future restroom building located more than 40 feet from the Belt Railroad Office Building, and would be located behind the building, minimizing its visibility from the Embarcadero Promenade.
- The revised design of Northeast Wharf Plaza would not add conjectural elements and avoids the potential to create a false sense of historical development.
- The Plaza would be distinct from Pier 29 and the Belt Railroad Office Building because the proposed lawn areas would be set in raised planters of clearly contemporary vintage.
- The revised design for the Northeast Wharf Plaza would not remove distinctive features, finishes, construction techniques or examples of craftsmanship that characterize the Historic District or its contributors.
- The revised Plaza design includes no specific changes to the exterior of the Belt Railroad Office Building. Future work on the building would be subject to the Performance Criteria and the *Secretary of the Interior's Standards for Rehabilitation*.
- The revised Plaza would not alter contributing resources of the Historic District and could be removed in the future without adversely affecting the integrity of the Historic District or its contributors.

Based on these findings ARG has determined that the design of the revised plaza to be consistent with the performance criteria and the Secretary Standards. Further, the revised plaza design does not adversely impact the integrity of setting of the Embarcadero Historic District and maintains its listing in the National Register.

Due to the refinement in the Northeast Wharf Plaza design, part (b) of Mitigation Measure M-CP-6, related to structures at Northeast Wharf Plaza, on pages 5.5-110 to 5.5-111 is revised to address the proposed restroom facility structure, which is behind the Belt Railroad Office Building and not located on the bulkhead wharf, as follows (deleted text is shown in ~~striketrough~~):

- b) *Structures at Northeast Wharf Plaza.* Structures near the Northeast Wharf Plaza should be designed to be consistent with the Secretary's Standards and compatible with the historic character of bulkhead buildings through the following:

- To feature the Belt Railroad Office Building and recognize its unique waterfront placement as a freestanding structure located on the bulkhead wharf fronting on the Embarcadero Promenade and rehabilitated consistent with the Secretary's Standards, new structures should be set back from the Embarcadero Promenade at least 30 feet and provide visual separation from the Belt Railroad Office Building accomplished by separating the new structures from the Belt Railroad Office Building by at least 40 feet;
- As part of the design process the Port shall assess the historic integrity of the rear addition of the Belt Railroad Office Building and determine whether it retains sufficient integrity to be considered an integral part of its contributing resource status. Should the addition be determined integral to the contributing resource its treatment shall be consistent with the Secretary's Standards.
- To acknowledge and strengthen the Cruise Terminal as the dominant maritime use of the pier, new structures should be located to respect the sight line from the Embarcadero Promenade to the terminal, and sited to follow the geometry established by the cruise terminal structure (instead of being parallel to the Embarcadero Promenade);
- ~~To acknowledge the monumental scale and civic character of the historic bulkhead buildings, new structures should have substantial height, massing and forms which may be accomplished with tall ground floor heights, walls with large sections of solid and void, strong cornice features, and prominent entries. This may be accomplished with a symmetrical façade to the front of the new structures that features a wide central storefront with doors and windows to the base, and flanked with solid sections that have fewer or smaller amounts of glazing; and~~
- New structures within the Plaza shall be designed to support the historic setting of the Embarcadero Historic District including Pier 23, 29 and the Belt Railroad Office Building and shall be compatible but not mimic these historic resources in order to avoid creating a false sense of historical development; and,
- To architecturally complement the Belt railroad and bulkhead buildings, new structures should be finished in industrial materials characteristic of the Embarcadero Historic District such as concrete, stucco or metal siding and steel sash windows.

Therefore, similar to the Draft EIR Cruise Terminal project, implementation of Mitigation Measure M-CP-6, as modified, would reduce impacts of the Northeast Wharf Plaza refinements on historic resources to less than significant and no additional mitigation is required.

#### **11.4.2.3 Refinements to Amendments to the BCDC Special Area Plan**

The refinements to amendments to the BCDC Special Area Plan for the Cruise Terminal Project Variant, as listed above in Section 11.4.1.4, represent minor changes and clarification to those described in the Draft EIR (see EIR Section 3.5.5, pages 3-110 to 3-111). For the reasons listed below, these refinements are similar enough to the amendments for the Draft EIR project that they would not result in any new significant effects beyond those identified in the Draft EIR or increase the severity of a significant impact, and no new mitigation measures would be required.

- ***Pier 27 Shed and East Wall of Pier 29.*** This amendment to allow removal of the northeast portion of the Pier 27 shed and reconstruction of the east wall of Pier 29 consistent with Secretary's Standards is essentially the same as the amendment described and analyzed in Chapter 5 of the Draft EIR.
- ***Beltline Piazza.*** This amendment to allow an increase in the size of Northeast Wharf Plaza to include a Beltline piazza adjacent to the Embarcadero Promenade is essentially the same as the amendment described and analyzed in Chapter 5 of the Draft EIR. The amendments in the Draft EIR Cruise Terminal project provided for an increase in size of the plaza with design features and retractable security fencing, and the amendment under the Cruise Terminal Variant provides clarification of the intent of the expanded plaza. The impact analysis for this amendment under the Cruise Terminal Variant is the same as that provided in the Draft EIR.
- ***Open Space at End of Piers 27-29.*** This amendment requiring submission of a plan for review by the BCDC Design Review Board and the Waterfront Design Advisory Committee for use of the open space at the end of Piers 27 and 29 is a clarification of the amendment identified in the Draft EIR Cruise Terminal project. The impact analysis for this amendment under the Cruise Terminal Variant is the same as that provided in the Draft EIR.
- ***Phased Public Access Improvements, Piers 27, 29, 31, 33.*** This amendment would implement phased public access improvements to the Pier 27, Pier 29, and the Piers 31-33 areas under certain conditions. The amendments covered in the Draft EIR included phased public access improvements to the Pier 27 and Pier 23 aprons and through the Pier 29 shed to the Pier 29 apron. These refinements provide further clarification of these improvements as well as add the Piers 31-33 areas. The impact analysis for this amendment under the Cruise Terminal Variant is substantially the same as that provided in the Draft EIR.
- ***Open Water Basin at Piers 29-31.*** This amendment requiring submission of a plan for review by the BCDC Design Review Board and the Waterfront Design Advisory Committee for a new Open Water Basin at Piers 29-31, and potentially to Pier 33, is similar to the amendment in the Draft EIR that would augment the Northeast Wharf Open Water Basin with two new Open Water Basins at Piers 29-31 and Pier 43½. The impact analysis for this amendment under the Cruise Terminal Variant is substantially the same as that provided in the Draft EIR.
- ***Easternmost Portion of Pier 23 Shed.*** A conditional amendment to eliminate the requirement to remove the easternmost portion of Pier 23 shed was also included in the Draft EIR such that this amendment is substantially the same as the one for the Draft EIR Cruise Terminal project.
- ***Phased Improvements to the Pedestrian and Bicycle Experience.*** This amendment for phased improvements to the pedestrian and bicycle experience augments and clarifies the similar amendment in the Draft EIR regarding improvements to the pedestrian experience on the west side of The Embarcadero. These minor refinements would not result in substantial changes to the physical environmental effects of these improvements.
- ***New Openings to View the Bay through Pier 19½.*** This amendment is essentially the same as an amendment included and analyzed in the Draft EIR.

- **Pier 43 Promenade and Plaza Project.** This amendment would allow expansion of the Pier 43 Promenade Project to incorporate the renovation of the public plaza at the Pier 43 Historic Arch and adjacent areas. The environmental effects of this project were generally addressed in the Mitigated Negative Declaration on *Port of San Francisco Proposition A Waterfront Open Space Improvements* (File No. 2008.680E) that was approved in 2009. This Mitigated Negative Declaration, incorporated by reference into this EIR, included the Pier 43 Bay Trail Promenade and determined all significant and potentially significant impacts would be reduced to less than significant with incorporation of identified mitigation measures. If there are substantial changes to the assumptions used in this Negative Declaration when further design and construction details are developed, the project may be subject to supplemental CEQA review.

#### **11.4.2.4 Alternatives**

None of the changes associated with the Cruise Terminal Project Variant would warrant any new alternatives because there would be no additional significant impacts beyond that previously identified for the Draft EIR Cruise Terminal project. However, comparison of the impacts of the Cruise Terminal Project Variant with those of the Draft EIR Cruise Terminal project, the No Project Alternative, and the Renovation of Pier 27 Shed Alternative, the Cruise Terminal Project Variant would result in essentially the same impacts as the Draft EIR Cruise Terminal project. It would achieve all of the project objectives, and would require all the same mitigation measures as the Draft EIR project with one exception: Mitigation Measure M-TR-83, Relocate Cruise Terminal Vehicular Access, would not be required because this measure is incorporated into the description of the Cruise Terminal Variant. Based on the above comparison with the one discussed in Chapter 7, Section 7.2.4 of the Draft EIR and consistent with CEQA Guidelines 15126.6, although the Cruise Terminal Project Variant would provide an incremental reduction in significant impacts compared to the Draft EIR Cruise Terminal project, the Pier 27 Shed Alternative would still be considered the environmentally superior alternative.

#### **11.4.2.5 Mitigation Measures Applicable to the Cruise Terminal Project Variant**

As described above, implementation of the Cruise Terminal Project Variant would not result in any new significant effects beyond those identified for the Draft EIR Cruise Terminal project or a substantial increase in the severity of a significant impact, and no new mitigation measures would be required. Mitigation measures applicable to the Draft EIR Cruise Terminal project are presented in Chapter 5 of the EIR under each of the resource topics, and some of the measures are revised and augmented in this Comments and Responses document as shown in Chapter 13. All of these mitigation measures, with the minor exceptions listed below, would also apply to the Cruise Terminal Project Variant.

The modifications/adjustments to the mitigation measures applicable to the Cruise Terminal Project Variant are as follows:

- Mitigation Measure M-CP-6b, Northeast Wharf Plaza Performance Criteria, Structures at Northeast Wharf Plaza, is revised to delete the criterion applicable to commercial structures rather than a restroom facility

- Mitigation Measure M-TR-83, Relocate Cruise Terminal Vehicular Access, would not be required

## 11.5 Reduced Intensity AC34 and Long-Term Development Sub-Alternative

### 11.5.1 Description of the Reduced Intensity AC34 and Long-Term Development Sub-Alternative

Subsequent to the publication of the Draft EIR, the CEQA alternatives analysis in Chapter 7 of the Draft EIR has been augmented with the inclusion of the Reduced Intensity AC34 and Long-Term Development Sub-Alternative (herein referred to as the Reduced Intensity Sub-Alternative) to reflect the ongoing planning and development processes for the AC34 project. Chapter 7 of the Draft EIR describes and analyzes four alternatives to the Draft EIR AC34 project as follows: (1) No Project Alternative, (2) Open Ocean Alternative, (3) Reduced Intensity AC34 and Long-Term Development Alternative, and (4) Reduced Spectator Berthing Alternative. As described in Chapter 7, these alternatives were determined to represent a reasonable range of alternatives that would reduce one or more significant impacts identified for the Draft EIR AC34 project, as required by CEQA Guidelines 15126.6(c). The Reduced Intensity Sub-Alternative would provide refinements and clarifications within this same range of previously analyzed alternatives.

The Reduced Intensity Sub-Alternative would be very similar to Reduced Intensity AC34 and Long-Term Development Alternative from the Draft EIR (herein referred to as the Draft EIR Reduced Intensity Alternative). The Reduced Intensity Sub-Alternative consists of two main components: (1) refinements to the AC34 events and facilities that are identical to those described above for the AC34 Project Variant, and (2) refinements to the AC34 long-term development and long-term marinas. Similar to the Draft EIR Reduced Intensity Alternative, the sub-alternative would reduce environmental impacts from construction and operations of the AC34 events as well as impacts associated with the long-term development rights compared to those of the Draft EIR AC34 project, as described below in Section 11.5.2.

#### *AC34 Events and Facilities Assumptions*

The intent of the Draft EIR Reduced Intensity Alternative was to develop an alternative that would provide a comprehensive reduction in impacts associated with the AC34 events and facilities as well as the long-term development rights. Thus, to reduce impacts associated with the construction and operations of AC34 events and facilities, the Draft EIR Reduced Intensity Alternative proposed the elimination of the AC34 2012 events, precluding the need for all temporary installations required for the 2012 events and avoiding all disruption and impacts associated with operation of the 2012 events. This alternative would lessen the severity of the construction and operational impacts by reducing the duration of impacts, but it would not avoid the identified impacts because they would still occur for the 2013 events, and all mitigation measures identified for the Draft EIR AC34 project would still be required.



Under the Reduced Intensity Sub-Alternative, instead of proposing the elimination of the 2012 events, the scenario for the AC34 events and facilities would be the same as that described above for the AC34 Project Variant. As described above in Section 11.3.2, the environmental effects of the AC34 Project Variant would reduce the severity of both construction and operational impacts identified for the Draft EIR AC34 project due to the reduction in the extent of construction (i.e., less dredging, fewer installations of floating dock and barge platforms, and less pile driving) and refinements in temporary berthing configurations in the Broadway and Rincon Point Open Water Basins to maintain open views of the Bay. Thus, the Reduced Intensity Sub-Alternative would achieve the same intent as the Draft EIR Reduced Intensity Alternative with respect lessening the severity of impacts associated with the AC34 events and facilities.

### ***Long-Term Development Rights Assumptions***

As discussed in EIR Chapter 3, Section 3.4.8, the Host Agreement provides the Event Authority with certain long-term development rights as a means for recovering the investment in infrastructure work and repairs (Authority Infrastructure Work). The Draft EIR AC34 project presented and analyzed a conceptual outline of possible development programs that could be considered for the candidate development sites, including at Piers 26, 28, 30-32, 19, 19½, 23 and 29, Seawall Lot 330, and in the Brannan Street Wharf (Piers 32-36) and Rincon Point (Piers 14-22½) Open Water Basins.

To reduce impacts associated with the AC34 long-term development rights, the Draft EIR Reduced Intensity Alternative proposed the reduction in the extent of development ranging from no development at all to anything less than the assumed level of development for the Draft EIR AC34 project. For purposes of illustration, the Draft EIR Reduced Intensity Alternative depicted a reduced development scenario which cut the long-term land development in half at each of the potential long-term development sites; in addition, this long-term development scenario assumed one or two marinas at Mission Bay and/or South Beach instead of at the Rincon Point or Brannan Street Wharf Open Water Basin. Similarly, under the Reduced Intensity Sub-Alternative, the long term development scenario would be a reduction compared to the Draft EIR AC34 project, but instead of the broad assumptions presented for the Draft EIR Reduced Intensity Alternative, the Reduced Intensity Sub-Alternative would limit the extent and location of long-term development for the land sites and would specify the location of the marinas, as described below.

The Reduced Intensity Sub-Alternative would reduce the potential long-term development rights and changes the timing of long-term development from that analyzed for the Draft EIR AC34 project. Under the Reduced Intensity Sub-Alternative, the City and the Port may exercise the right under the Host Agreement to pay directly for or purchase Authority Infrastructure Work above \$55 million. Depending on when, or if, the City exercises this right, the Event Authority's future long-term development would be limited to the 66-year lease of Piers 30-32 and the fee title transfer of Seawall Lot 330,<sup>7</sup> to repay its \$55 million investment. For purposes of this analysis, the Reduced Intensity Sub-Alternative also assumes that the Event Authority could

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<sup>7</sup> Under AB 418 (Chapter 477 of the Statutes of 2011), the State lifted the public trust from Seawall Lot 330 and authorized its transfer to the Event Authority under certain conditions.

obtain up to one additional 66-year lease of a pier used as a Short Term Venue for the Event, such as Pier 29, if, for instance, the City elects to pay directly for most, but not all, Authority Infrastructure Work above \$55 million. The Reduced Intensity Sub-Alternative also assumes there would be no future long-term development rights at Pier 19, Pier 19½, or Pier 23, as analyzed in the Draft EIR, since these sites would not be needed to repay Event Authority investments above \$55 million.

Under the Reduced Intensity Sub-Alternative, the Event Authority may exercise its rights to defer repairs to Piers 26 and 28 that are reimbursable costs (Additional Work), and to perform the Additional Work in the ten years after the AC34 Match, providing the Event Authority the right to 66-year leases at Piers 26 and 28.

As was the case for the long-term development addressed for the Draft EIR AC34 project, there are no specific development proposals under consideration at this time at any of the long-term development sites for the Reduced Intensity Sub-Alternative, nor has it been decided which of the sites (other than Piers 30-32 and Seawall Lot 330) would be proposed for long-term development for the Reduced Intensity Sub-Alternative. In the absence of such information, the Reduced Intensity Sub-Alternative assumes the same theoretical development program for Piers 30-32, Seawall Lot 330, and Piers 26, 28 and Pier 29 as assumed for the Draft EIR AC34 project, but would eliminate all development at Piers 19, 19½, and 23. Similar to the Draft EIR AC34 project and the Draft EIR Reduced Intensity Alternative, the assumptions for long-term development under the Reduced Intensity Sub-Alternative also considers: (1) the WLUP; (2) public trust considerations including public access standards; (3) the San Francisco Planning Code and Zoning Map; and (4) consistency with the Secretary's Standards.

The Host Agreement directs that any future development plans and uses proposed at these long-term development sites would be required to undergo additional environmental review to comply with CEQA, when site-specific development program details are proposed. If the Reduced Intensity Sub-Alternative is selected as the approved project, similar to the Draft EIR AC34 project, the completion of future CEQA review would be required to support any permits and regulatory approvals associated with the long-term development improvements.

**Table 11-7** provides a comparison of the potential long-term development programs for the Port and long-term marina sites considered for the Draft EIR AC34 project, the Draft EIR Reduced Intensity Alternative, and the Reduced Intensity Sub-Alternative. As shown in Table 11-7, the Reduced Intensity Sub-Alternative would limit long-term development to Piers 30-32, Seawall Lot 330, Piers 26, 28, and 29 to the same as that proposed under the Draft EIR AC34 project, and it would completely avoid any long-term development at Piers 19, 19½, and 23. Overall, proposed landside development under the Reduced Intensity Sub-Alternative would be 20 percent less than that proposed under the Draft EIR AC34 project, but it would be about 60 percent more development than that proposed under the Draft EIR Reduced Intensity Alternative.

**TABLE 11-7**  
**COMPARISON OF POTENTIAL LONG-TERM DEVELOPMENT AND LONG-TERM MARINAS ASSUMPTIONS**  
**FOR THE DRAFT EIR AC34 PROJECT AND THE REDUCED INTENSITY AC34 AND**  
**LONG-TERM DEVELOPMENT ALTERNATIVE AND SUB-ALTERNATIVE**

Location / Category	Draft EIR AC34 Project	Draft EIR Reduced Intensity AC34 and Long-Term Development Alternative	Reduced Intensity AC34 and Long-Term Development Sub-Alternative
<i>AC34 Potential Long-Term Development</i>			
<b>Piers 30-32</b>	<b>Potential Piers 30-32 Development Program</b> <ul style="list-style-type: none"> <li>220,000 sf retail/commercial</li> <li>370,000 sf maritime or general office</li> <li>20,000 sf entertainment &amp; assembly/commercial</li> <li>2 cruise ship berths</li> </ul>	<b>Potential Piers 30-32 Development Program</b> <ul style="list-style-type: none"> <li>110,000 sf retail/commercial</li> <li>185,000 sf maritime or general office</li> <li>10,000 sf entertainment &amp; assembly/commercial</li> <li>1 cruise ship berth</li> </ul>	<b>Potential Piers 30-32 Development Program</b> Same as Draft EIR AC34 Project
<b>Seawall Lot 330</b>	<b>Potential Seawall Lot 330 Development Program</b> <ul style="list-style-type: none"> <li>250,000 sf residential</li> </ul>	<b>Potential Seawall Lot 330 Development Program</b> <ul style="list-style-type: none"> <li>125,000 sf residential</li> </ul>	<b>Potential Seawall Lot 330 Development Program</b> Same as Draft EIR AC34 Project
<b>Pier 26</b>	<b>Potential Pier 26 Development Program</b> <ul style="list-style-type: none"> <li>15,000 sf retail/commercial</li> <li>60,000 sf entertainment &amp; assembly/commercial</li> </ul>	<b>Potential Pier 26 Development Program</b> <ul style="list-style-type: none"> <li>7,500 sf retail/commercial</li> <li>30,000 sf entertainment &amp; assembly/commercial</li> </ul>	<b>Potential Pier 26 Development Program</b> Same as Draft EIR AC34 Project
<b>Pier 28</b>	<b>Potential Pier 28 Development Program</b> <ul style="list-style-type: none"> <li>6,700 sf retail/commercial</li> <li>76,000 sf maritime or general office</li> <li>37,000 sf entertainment &amp; assembly/commercial</li> </ul>	<b>Potential Pier 28 Development Program</b> <ul style="list-style-type: none"> <li>3,350 sf retail/commercial</li> <li>38,000 sf maritime or general office</li> <li>18,500 sf entertainment &amp; assembly/commercial</li> </ul>	<b>Potential Pier 28 Development Program</b> Same as Draft EIR AC34 Project
<b>Pier 29</b>	<b>Potential Pier 29 Development Program</b> <ul style="list-style-type: none"> <li>6,700 sf retail/commercial</li> <li>37,000 sf entertainment &amp; assembly/commercial</li> </ul>	<b>Potential Pier 29 Development Program</b> <ul style="list-style-type: none"> <li>3,350 sf retail/commercial</li> <li>18,500 sf entertainment &amp; assembly/commercial</li> </ul>	<b>Potential Pier 29 Development Program</b> Same as Draft EIR AC34 Project
<b>Pier 19</b>	<b>Potential Pier 19 Development Program</b> <ul style="list-style-type: none"> <li>6,700 sf retail/commercial</li> <li>73,000 sf entertainment &amp; assembly/commercial</li> </ul>	<b>Potential Pier 19 Development Program</b> <ul style="list-style-type: none"> <li>3,350 sf retail/commercial</li> <li>36,500 sf entertainment &amp; assembly/commercial</li> </ul>	None
<b>Pier 19½</b>	<b>Potential Pier 19½ Development Program</b> <ul style="list-style-type: none"> <li>50,000 sf maritime</li> </ul>	<b>Potential Pier 19½ Development Program</b> <ul style="list-style-type: none"> <li>25,000 sf maritime</li> </ul>	None

**TABLE 11-7 (Continued)**  
**COMPARISON OF POTENTIAL LONG-TERM DEVELOPMENT AND LONG-TERM MARINAS ASSUMPTIONS**  
**FOR THE DRAFT EIR AC34 PROJECT AND THE REDUCED INTENSITY AC34 AND**  
**LONG-TERM DEVELOPMENT ALTERNATIVE AND SUB-ALTERNATIVE**

Location / Category	Draft EIR AC34 Project	Draft EIR Reduced Intensity AC34 and Long-Term Development Alternative	Reduced Intensity AC34 and Long-Term Development Sub-Alternative
<i>AC34 Potential Long-Term Development (cont.)</i>			
<b>Pier 23</b>	<b>Potential Pier 23 Development Program</b> <ul style="list-style-type: none"> <li>6,700 sf retail/commercial</li> <li>87,000 sf maritime or general office</li> <li>37,000 sf entertainment &amp; assembly/commercial</li> </ul>	<b>Potential Pier 23 Development Program</b> <ul style="list-style-type: none"> <li>3,350 sf retail/commercial</li> <li>43,500 sf maritime or general office</li> <li>18,500 sf entertainment &amp; assembly/commercial</li> </ul>	None
<b>Total Potential AC34-Related Development at All Locations</b>	<b>1,358,800 sf</b>	<b>679,400 sf</b>	<b>1,098,400 sf</b>
<i>AC34 Potential Long-Term Marinas</i>			
<b>Large Vessel Marina</b>	<b>Brannan Street Wharf Open Water Basin (Piers 32-36)</b> <ul style="list-style-type: none"> <li>90 berths for boats ranging between 50 and 200 feet in length</li> </ul>	<b>South Beach and/or Mission Bay open water area</b> <ul style="list-style-type: none"> <li>(no. of berths and size not specified)</li> </ul>	<b>Piers 28-32 water basin and Brannan Street Wharf Open Water Basin</b> <ul style="list-style-type: none"> <li>30 berths for boats ranging between 50 and 200 feet in length, preserving views of San Francisco Bay from the Brannan Street Wharf</li> </ul>
<b>Small Craft Marina</b>	<b>Rincon Point Open Water Basin (Piers 14-22½)</b> <ul style="list-style-type: none"> <li>425 berths for boats ranging between 25 and 50 feet in length</li> </ul>		<b>Mission Bay area including Pier 54 and the waters to the north and east</b> <ul style="list-style-type: none"> <li>425 berths for boats ranging between 25 and 50 feet in length</li> </ul>

**Piers 30-32**

The potential long-term development program at Piers 30-32 under the Reduced Intensity Sub-Alternative would be identical to that proposed by the Draft EIR AC34 project, including a mix of retail, office, entertainment, and commercial uses. Accordingly, this long-term development would be required to comply with the existing 40-X height and bulk district and the Waterfront SUD No. 1 maximum floor area ratio of 5.0. The east apron at this site would also be used to accommodate back-up cruise ship berthing; assembly space, areas for service and provisioning, and ground transportation lanes would be temporarily devoted to (or be in shared use for) cruise terminal uses while ships are in port.

**Seawall Lot 330**

The potential long-term development program at Seawall Lot 330 under the Reduced Intensity Sub-Alternative would be identical to that proposed by the Draft EIR AC34 project. Accordingly, it is assumed that Seawall Lot 330 could be developed pursuant to existing zoning (SB-DTR), which allows for downtown residential use. The height and bulk zoning district allows for a building with a maximum podium height of 65 feet; above 65 feet, a tower could be set back from the lot line and rise to a maximum height of 105 feet. The building could cover a maximum of 80 percent of the lot, and any parking would likely be required to be below-grade.

**Pier 29**

The potential long-term development program at Pier 29 under the Reduced Intensity Sub-Alternative would be identical to that proposed by the Draft EIR AC34 project. Accordingly, it is assumed that Pier 29 would be developed with a mix of retail commercial and entertainment and assembly/ commercial uses that would be principally or conditionally permitted under the existing underlying M-1 zoning use district and Waterfront Special Use District (SUD) No. 1, as well as consistent with the Port's WLUP. Any future rehabilitation developments for Pier 29 would be required to comply with the existing 40-X height and bulk district, and the 5.0 floor area ratio requirements of the Waterfront SUD No. 1. Any alteration or rehabilitation of the historic pier shed, bulkhead buildings or contributing resources to the Port of San Francisco Embarcadero Historic District, if undertaken, would be required to comply with the Secretary's Standards.

**Pier 26 and Pier 28**

The potential long-term development program at Pier 26 and Pier 28 under the Reduced Intensity Sub-Alternative would be identical to that proposed by the Draft EIR AC34 project. Accordingly, it is assumed that Piers 26 and 28 would be developed with a mix of maritime or office space, retail/commercial, and entertainment and assembly/commercial space. The long-term development would be subject to the same zoning and Port WLUP controls as that discussed for Pier 29, above, as well as compliance with the Secretary's Standards.

**Long-Term Marinas at Brannan Street Wharf Open Water Basin and Pier 54**

Under the Reduced Intensity Sub-Alternative, the locations of future long-term marina uses may be located in different locations than those proposed for the Draft EIR AC34 project to be

more compatible with the BCDC *San Francisco Bay Plan* and the BCDC SAP. In this case, a large vessel marina, serving up to 30 vessels from 50 to 200 feet in length, could be permitted in the water area around Piers 30-32, utilizing the water basin between Piers 28-30 and a portion of the Brannan Street Wharf Open Water Basin, preserving views from the Brannan Street Wharf. A small craft marina that would accommodate up to 425 berths ranging between 25 and 50 feet in length could be permitted at Pier 54 (see Figure 3-5, page 3-13, in the EIR Project Description for location) and the surrounding water area to the north and east. This sub-alternative would avoid development of a long-term marina at the Rincon Point Open Water Basin (Piers 14-22½).

As with the long-term marinas addressed for the Draft EIR AC34 project, the design of marina(s) for the Reduced Intensity Sub-Alternative could take many forms, depending on several considerations, including the sizes and types of boats expected to use the marinas, wave action and currents, water level fluctuations, silt deposition rates, and anticipated frequencies of dredging to maintain the minimum design depths. Marinas typically involve a range of waterside facilities, including breakwaters or other barriers to attenuate waves, piers and/or floating docks for boat berthing, gangways and other pedestrian access facilities, and boat launch ramps. Landside facilities can include vehicular access and parking, structures (e.g., for administration uses, etc.), and a range of utilities. Any future marina proposal(s) would require detailed design studies and future project-specific environmental review and permitting.

### ***Ability to Meet Project Objectives***

As described in Chapter 7 of the Draft EIR (page 7-37 and Table 7-3, page 7-51), the Draft EIR Reduced Intensity Alternative would meet only partially meet some of the AC34 project objectives, because the 2012 events would not occur under this alternative and would therefore not fully meet the objectives of establishing San Francisco Bay as a world-class sailing venue, provide viewing opportunities for the America's Cup World Series events, create a center of activity for the America's Cup World Series events, or provide installations required for the America's Cup World Series events. The Reduced Intensity Sub-Alternative, however, would retain the construction and operations for the AC34 2012 events and therefore would fully meet all of those project objectives. Similar to the Draft EIR Reduced Intensity Alternative, the Reduced Intensity Sub-Alternative would only partially meet the project objective to encourage investment in infrastructure upgrades on Port properties due to the reduced level of development.

## **11.5.2 Environmental Effects of the Reduced Intensity AC34 and Long-Term Development Sub-Alternative**

This section discusses the environmental effects of the Reduced Intensity Sub-Alternative compared to those identified in the Draft EIR. In many respects, the Reduced Intensity Sub-Alternative would have fewer impacts or impacts that are less severe than those identified for the Draft EIR AC34 project and would have similar impacts compared to the Draft EIR Reduced Intensity Alternative.

The Reduced Intensity Sub-Alternative consists of two main components: (1) refinements to the AC34 events and facilities identical to those described above for the AC34 Project Variant, and



(2) refinements to the long-term development and long-term marinas. Environmental effects of the first component are described above in Section 11.3.2 for the AC34 Project Variant, and as stated in that section, the AC34 Project Variant would not result in any new significant effects beyond those identified in the Draft EIR or increase the severity of a significant impact, and no new mitigation measures would be required. This section focuses on the environmental effects of the second component of the Reduced Intensity Sub-Alternative, the refinements to the long-term development and long-term marinas. As described in the EIR Section 5.1.4, this EIR analyzes the long-term development options at a conceptual level, and in the future when site-specific development proposals are available, project-level CEQA environmental review and compliance with applicable regulatory permits will be required prior to project approval.

**Table 11-8** summarizes the significant environmental effects of the Reduced Intensity Sub-Alternative compared to those of the Draft EIR AC34 project and the Draft EIR Reduced Intensity Alternative.

### *Land Use*

The refinements to long-term development rights assumptions would include a substantial reduction in development compared to the Draft EIR AC34 project, which would result in a commensurate reduction in disruption and environmental impacts at the affected sites. Unlike the Draft EIR AC34 project or the Draft EIR Reduced Intensity Alternative, all impacts associated with development at Piers 19, 19½, and 23 would be avoided under the Reduced Intensity Sub-Alternative, as shown in Table 11-7, above. Long-term landside development would be limited to Piers 30-32, Seawall Lot 330, and Piers 26, 28, and 29, and based on the assumed square footage of development, potential impacts at these sites would be the same as those identified for the Draft EIR AC34 project. Similar to the Draft EIR project, with the assumptions described above in Section 11.5.1, long-term development at Piers 30-32, Seawall Lot 330, and Piers 26, 28, and 29 under the Reduced Intensity Sub-Alternative would not physically divide an established community or result in incompatible changes to land use character, and land use impacts associated with landside development would be less than significant.

With respect to potential waterside development, similar to the Draft EIR AC34 project, long-term development of a marina in the Brannan Street Wharf Open Water Basin under the Reduced Intensity Sub-Alternative would be a significant and unavoidable impact because it would still conflict with BCDC policies adopted for the purposes of mitigating environmental effects. However, under the Reduced Intensity Sub-Alternative, the proposed marina at the Brannan Street Wharf Open Water Basin would contain one third the number of berths as under the Draft EIR project and would preserve views of the Bay from Brannan Street Wharf, and land use impacts, while still considered significant and unavoidable, would be less severe.

However, unlike the Draft EIR AC34 project but similar to the Draft EIR Reduced Intensity Alternative, the Reduced Intensity Sub-Alternative would avoid the significant and unavoidable land use impact associated with long-term development of a marina at the Rincon Point Open Water Basin. This alternative and sub-alternative include an alternate location for a long-term

**TABLE 11-8**  
**COMPARISON OF THE SIGNIFICANT ENVIRONMENTAL IMPACTS OF THE**  
**DRAFT EIR AC34 PROJECT, THE DRAFT EIR REDUCED INTENSITY ALTERNATIVE, AND THE REDUCED INTENSITY SUB-ALTERNATIVE**

<b>Environmental Resource</b>	<b>Draft EIR AC34 Project</b>	<b>Draft EIR Reduced Intensity AC34 and Long-Term Development Sub-Alternative</b>	<b>Reduced Intensity AC34 and Long-Term Development Sub-Alternative</b>
<b>Land Use</b>	<ul style="list-style-type: none"> <li>Significant and unavoidable impacts associated with long-term development of marinas at the Rincon Point and Brannan Street Wharf Open Water Basins which would conflict with the intended long-term ecological and public benefits of these open water basins under the adopted BCDC Special Area Plan policies for these areas</li> </ul>	<ul style="list-style-type: none"> <li>There would be no impact associated with long-term development of marinas at the Rincon Point and Brannan Street Wharf Open Water Basin because no marinas are proposed there.</li> </ul>	<ul style="list-style-type: none"> <li>There would be no impact associated with long-term development of a marina at the Rincon Point Open Water Basin because no marina is proposed there.</li> <li>Same as Draft EIR AC34 project with respect to the significant and unavoidable impact associated with long-term development of a marina at the Brannan Street Wharf Open Water Basin, but the marina would be smaller in scale.</li> </ul>
<b>Aesthetics</b>	<ul style="list-style-type: none"> <li>All impacts less than significant</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR AC34 project, all impacts less than significant</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR AC34 project, all impacts less than significant</li> </ul>
<b>Population and Housing</b>	<ul style="list-style-type: none"> <li>All impacts less than significant</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR AC34 project, all impacts less than significant</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR project, all impacts less than significant</li> </ul>
<b>Cultural and Paleontological Resources</b>	<ul style="list-style-type: none"> <li>Potentially significant and unavoidable impacts associated with long-term development at Piers 30-32 due to the unknown effect on the Embarcadero Historic District</li> <li>Potentially significant impacts on historic resources due to proposed repairs and alteration to the bulkhead wharf and substructure at historic piers could be mitigated through prior approval of designs that ensure compliance with the Secretary's Standards</li> <li>Potentially significant impacts on contributing resources to the Embarcadero Historic District (bulkhead wharf section 10, Red's Java House, and Pier 28) due to pile driving vibration impacts could be mitigated through pre-construction assessment, vibration monitoring during construction, and corrective actions as needed</li> <li>Potentially significant impact due to relocation of Teatro Zinzanni to a site within the Northeast Waterfront Historic District could be mitigated through conformance with the Secretary's Standards</li> </ul>	<p>Similar to Draft EIR AC34 project, except for the following:</p> <ul style="list-style-type: none"> <li>no impacts on historic seawall at Marina Green because there would be no 2012 AC34 events</li> </ul>	<ul style="list-style-type: none"> <li>As for the Draft EIR AC34 project, the same potentially significant and significant impacts would be reduced to less than significant with the same mitigation measures; and the same impacts would be significant and unavoidable and all identified mitigation measures would be required to reduce impacts to the extent feasible. The only difference would be the following: <ul style="list-style-type: none"> <li>Scope of the proposed repairs to the bulkhead wharf and substructure at historic piers would be reduced such that impacts on historic resources would be less than significant and Mitigation Measure M-CP-1a would not be required</li> <li>Reduced impacts associated with long-term development rights, including avoidance of all impacts at Piers 19, 19½, and 23 and at the Rincon Point Open Water Basin</li> </ul> </li> </ul>

**TABLE 11-8 (Continued)**  
**COMPARISON OF THE SIGNIFICANT ENVIRONMENTAL IMPACTS OF THE**  
**DRAFT EIR AC34 PROJECT, THE DRAFT EIR REDUCED INTENSITY ALTERNATIVE, AND THE REDUCED INTENSITY SUB-ALTERNATIVE**

Environmental Resource	Draft EIR AC34 Project	Draft EIR Reduced Intensity AC34 and Long-Term Development Sub-Alternative	Reduced Intensity AC34 and Long-Term Development Sub-Alternative
<b>Cultural and Paleontological Resources</b> (cont.)	<p>and design guidelines consistent with Article 10 of the Planning Code</p> <ul style="list-style-type: none"> <li>• Potentially significant indirect impacts on historic earthen fortifications in or near spectator venues could be mitigated through protection measures such as fencing, signage, area closures, educational programs, and crowd control developed and implemented in coordination with the park jurisdiction as part of the Parks Event Operations Plan</li> <li>• Potentially significant impacts on historic resources due to attachment, anchoring, or bracing of temporary floating dock installations to the Marina Seawall could be mitigated through prior approval of plans to ensure compliance with Secretary's Standards</li> <li>• Potentially significant impacts on archeological resources, including shipwrecks, could be mitigated with measures to prepare for and respond to inadvertent discovery of such resources</li> <li>• Potentially significant impacts on disturbance of human remains could be mitigated with measures to prepare for and respond to inadvertent discovery of such finds</li> <li>• Potentially significant impact on historic resources due to long-term development under the Host Agreement involving alterations and rehabilitation of historic piers and bulkheads could be mitigated through implementation of measures to guide the proposed improvements so that the work would be consistent with the Secretary's Standards</li> <li>• Potentially significant contributions to cumulative impacts on historic resources, archeological resources, and human remains could be mitigated through measures identified for the AC34 project impacts</li> </ul>		

**TABLE 11-8 (Continued)**  
**COMPARISON OF THE SIGNIFICANT ENVIRONMENTAL IMPACTS OF THE**  
**DRAFT EIR AC34 PROJECT, THE DRAFT EIR REDUCED INTENSITY ALTERNATIVE, AND THE REDUCED INTENSITY SUB-ALTERNATIVE**

Environmental Resource	Draft EIR AC34 Project	Draft EIR Reduced Intensity AC34 and Long-Term Development Sub-Alternative	Reduced Intensity AC34 and Long-Term Development Sub-Alternative
<b>Transportation and Circulation</b>	<ul style="list-style-type: none"> <li>Significant and unavoidable level of service impacts at 12 signalized and unsignalized intersections plus other nearby intersections in the project area during AC34 2012 events during either weekday or Saturday midday conditions (including Embarcadero/Beach, Embarcadero/Howard, King/Third, Lombard/Divisadero, Lombard/Fillmore, Bay/Laguna, Bay/Van Ness, Bush/Van Ness, Pine/Van Ness, Lombard/Van Ness, Lincoln/25th, Lombard/Lyon)</li> <li>Significant and unavoidable level of service impacts at 18 signalized and unsignalized intersections in the project area during AC34 2013 events during either weekday or Saturday midday conditions (including Embarcadero/Beach, Embarcadero/Broadway, Embarcadero/Howard, Embarcadero/Folsom, Embarcadero/Harrison, Embarcadero/Bryant, Fremont/Folsom, King/Third, King/Fourth, Lombard/Divisadero, Lombard/Fillmore, Bay/Laguna, Bay/Van Ness, Bush/Van Ness, Pine/Van Ness, Lombard/Van Ness, Lincoln/25th, Lombard/Lyon)</li> <li>Significant and unavoidable impacts contributing to congestion in downtown San Francisco and along the waterfront during the AC34 2013 events</li> <li>Significant and unavoidable impacts on traffic operations at secondary viewing areas and vicinity during AC34 2012 and 2013 events</li> <li>Significant and unavoidable impacts on transit capacity of Muni lines, Presidio Go shuttle service, AC Transit lines, BART, WETA ferry lines, Golden Gate Transit bus and ferry lines, Blue &amp; Gold ferry lines, Caltrain service, and SamTrans lines and impacts on transit operations related to additional traffic congestion from the project during AC34 2012 and 2013 events</li> </ul>	<ul style="list-style-type: none"> <li>Similar to Draft EIR AC34 project but only for 2013, no impacts in 2012</li> <li>Reduced impacts associated with long-term development rights due to reduction in overall extent of development</li> </ul>	<ul style="list-style-type: none"> <li>As for the Draft EIR AC34 project, the same impacts would be significant and unavoidable and all identified mitigation measures would be required to reduce impacts to the extent feasible</li> <li>Reduced impacts associated with long-term development rights due to reduction in overall extent of development, including avoidance of all impacts at Piers 19, 19½, and 23 and at the Rincon Point Open Water Basin</li> </ul>

**TABLE 11-8 (Continued)**  
**COMPARISON OF THE SIGNIFICANT ENVIRONMENTAL IMPACTS OF THE**  
**DRAFT EIR AC34 PROJECT, THE DRAFT EIR REDUCED INTENSITY ALTERNATIVE, AND THE REDUCED INTENSITY SUB-ALTERNATIVE**

Environmental Resource	Draft EIR AC34 Project	Draft EIR Reduced Intensity AC34 and Long-Term Development Sub-Alternative	Reduced Intensity AC34 and Long-Term Development Sub-Alternative
<b>Transportation and Circulation</b> (cont.)	<ul style="list-style-type: none"> <li>Significant and unavoidable impacts on the transportation network in combination with other special events occurring simultaneously in San Francisco during the AC34 2012 and 2013 events</li> <li>Significant and unavoidable impacts on traffic and transit due to long-term development under the Host Agreement</li> <li>Significant and unavoidable cumulative level of service impacts at multiple intersections along The Embarcadero (including Embarcadero/Broadway, Embarcadero/Washington, Embarcadero/Mission, Embarcadero/Howard, Embarcadero/Folsom)</li> </ul>		
<b>Noise and Vibration</b>	<ul style="list-style-type: none"> <li>Potentially significant and unavoidable noise impacts from noise increases associated with use of public address systems, and/or amplified music at Piers 27-29 and Marina Green during AC34 events at these venues would be reduced with a noise control plan and volume controls but the effectiveness of reducing the noise levels below the thresholds is unknown</li> <li>Significant and unavoidable but temporary vehicle noise increase during AC34 weekend events at 8 intersections in the project area, with no feasible mitigation to reduce traffic and associated noise levels below the threshold</li> <li>Significant construction-related noise impacts at levels in excess of standards and due to temporary but substantial increases in ambient noise levels at sensitive receptors could occur at or near the Marina Green and at or near certain piers along the waterfront, but impacts could be mitigated with noise controls and pile driving noise reduction measures during construction</li> <li>Significant noise impacts during AC34 events from noise increases associated with use of generators at Piers 27-29 and Marina Green could be mitigated with shielding or acoustical enclosures</li> </ul>	<ul style="list-style-type: none"> <li>Similar to Draft EIR AC34 project but no operational impacts in 2012</li> <li>Potentially significant and unavoidable impacts would be avoided in 2012, but would be the same in 2013</li> <li>Reduced construction and operation impacts associated with long-term development rights, but same mitigation measures would be required</li> </ul>	<ul style="list-style-type: none"> <li>As for the Draft EIR AC34 project, the same potentially significant and significant impacts would be reduced to less than significant with the same mitigation measures; and the same impacts would be significant and unavoidable and all identified mitigation measures would be required to reduce impacts to the extent feasible</li> <li>Reduced construction and operation impacts associated with long-term development rights, including avoidance of all impacts at Piers 19, 19½, and 23 and at the Rincon Point Open Water Basin, but same mitigation measures would be required</li> </ul>

**TABLE 11-8 (Continued)**  
**COMPARISON OF THE SIGNIFICANT ENVIRONMENTAL IMPACTS OF THE**  
**DRAFT EIR AC34 PROJECT, THE DRAFT EIR REDUCED INTENSITY ALTERNATIVE, AND THE REDUCED INTENSITY SUB-ALTERNATIVE**

Environmental Resource	Draft EIR AC34 Project	Draft EIR Reduced Intensity AC34 and Long-Term Development Sub-Alternative	Reduced Intensity AC34 and Long-Term Development Sub-Alternative
<b>Noise and Vibration</b> (cont.)	<ul style="list-style-type: none"> <li>Potentially significant vibration impacts on fragile structures due to pile driving activities during construction could be mitigated with implementation of geotechnical recommendations for vibration monitoring and control measures</li> <li>Significant impact because construction associated with long-term development under the Host Agreement would result in temporary but substantial increases in ambient noise levels at sensitive receptors could be mitigated with noise reduction measures</li> </ul>		
<b>Air Quality</b>	<ul style="list-style-type: none"> <li>Significant and unavoidable construction-related air quality impacts due to emissions of criteria pollutants and precursors that would exceed Bay Area Air Quality Management District (BAAQMD) thresholds even with construction vehicle emissions minimization and restrictions on off-road construction equipment</li> <li>Significant and unavoidable construction impact due to potential health risks from exposure of sensitive receptors to toxic air contaminants even with construction vehicle emissions minimization and restrictions on off-road construction equipment</li> <li>Significant and unavoidable operations impact due to emissions of criteria pollutants and precursors from vessels, traffic, temporary decommissioning of shoreside power, and other sources during the AC34 events, even with emission controls for race-sponsored vessels</li> <li>Significant and unavoidable operations impact due to potential health risks from exposure of sensitive receptors to toxic air contaminants in diesel exhaust even with emission controls for race-sponsored vessels and clean diesel engines for temporary power</li> </ul>	<ul style="list-style-type: none"> <li>Similar to Draft EIR AC34 project with reduced emissions (no operational impacts in 2012)</li> <li>Reduced impacts associated with long-term development rights) but still possibly exceeding BAAQMD thresholds</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR AC34 project, the same impacts would be significant and unavoidable and all identified mitigation measures would be required to reduce impacts to the extent feasible</li> <li>Reduced impacts associated with long-term development rights) but still possibly exceeding BAAQMD thresholds</li> </ul>



**TABLE 11-8 (Continued)**  
**COMPARISON OF THE SIGNIFICANT ENVIRONMENTAL IMPACTS OF THE**  
**DRAFT EIR AC34 PROJECT, THE DRAFT EIR REDUCED INTENSITY ALTERNATIVE, AND THE REDUCED INTENSITY SUB-ALTERNATIVE**

<b>Environmental Resource</b>	<b>Draft EIR AC34 Project</b>	<b>Draft EIR Reduced Intensity AC34 and Long-Term Development Sub-Alternative</b>	<b>Reduced Intensity AC34 and Long-Term Development Sub-Alternative</b>
<b>Air Quality</b> (cont.)	<ul style="list-style-type: none"> <li>Significant, unavoidable air quality impact because long-term development under the Host Agreement could result in construction and operational emissions of air pollutant emissions that exceed BAAQMD thresholds even with implementation of feasible mitigation</li> <li>Significant, unavoidable contribution to cumulative air quality impacts because the project's contribution to cumulative impacts would exceed BAAQMD thresholds even with implementation of feasible mitigation</li> </ul>		
<b>Greenhouse Gas Emissions</b>	<ul style="list-style-type: none"> <li>All impacts less than significant</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR AC34 project, all impacts less than significant</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR AC34 project, all impacts less than significant</li> </ul>
<b>Wind and Shadow</b>	<ul style="list-style-type: none"> <li>Potentially significant wind hazard impact due to proposed expansion of public open space at the end of Piers 27-29 if hazardous wind conditions coincide with public access to the area, but impact could be mitigated with posting of warning signs, limiting public access during hazardous winds, and through implementation of design features that provide wind protection for public access areas</li> </ul>	<ul style="list-style-type: none"> <li>Similar to the Draft EIR AC34 project but only for 2013, no impacts in 2012</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR AC34 project, the same potentially significant impact would be reduced to less than significant with the same mitigation measure</li> </ul>
<b>Recreation</b>	<ul style="list-style-type: none"> <li>Potentially significant impact due to increased use of recreational resources at secondary viewing areas and associated substantial deterioration of recreational resources could be mitigated through agency coordination for protection of recreational resources and implementation of crowd control and post-event repairs</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR AC34 project, the same potentially significant impact would be reduced to less than significant with the same mitigation measure</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR AC34 project, the same potentially significant impact would be reduced to less than significant with the same mitigation measure</li> </ul>
<b>Utilities and Service Systems</b>	<ul style="list-style-type: none"> <li>All impacts less than significant</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR AC34 project, all impacts less than significant</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR AC34 project, all impacts less than significant</li> </ul>
<b>Public Services</b>	<ul style="list-style-type: none"> <li>All impacts less than significant</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR AC34 project, all impacts less than significant</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR AC34 project, all impacts less than significant</li> </ul>

**TABLE 11-8 (Continued)**  
**COMPARISON OF THE SIGNIFICANT ENVIRONMENTAL IMPACTS OF THE**  
**DRAFT EIR AC34 PROJECT, THE DRAFT EIR REDUCED INTENSITY ALTERNATIVE, AND THE REDUCED INTENSITY SUB-ALTERNATIVE**

Environmental Resource	Draft EIR AC34 Project	Draft EIR Reduced Intensity AC34 and Long-Term Development Sub-Alternative	Reduced Intensity AC34 and Long-Term Development Sub-Alternative
<b>Biological Resources, Upland</b>	<ul style="list-style-type: none"> <li>Potentially significant impacts on sensitive upland and bird species due to construction and AC34 events could be mitigated through appropriate signage, fencing, restrictions on fireworks and night lighting, offshore protection of marine-protected zone, and other protection measures</li> <li>Potentially significant impacts on sensitive natural upland communities due to construction and AC34 events could be mitigated through signage at sensitive natural community areas</li> <li>Potentially significant impacts on protected wetlands due to construction and AC34 events could be mitigated with appropriate signage</li> <li>Potentially significant impacts on movement and nesting of bird and bat species due to construction could be mitigated through seasonal restrictions on demolition of structures on piers as feasible, nest and roost avoidance, and other protective measures</li> <li>Potentially significant impacts on movement and nesting of bird and bat species during AC34 events could be mitigated through restrictions on spectator boat traffic, offshore buffers and protection for breeding birds, and other protective measures</li> <li>Potentially significant impact because long-term development under the Host Agreement could affect sensitive species or breeding birds or bats during construction and operation, but impacts could be mitigated through seasonal restrictions on demolition of structures on piers, nest and roost avoidance, windows and landscaping to minimize bird strikes, and other protective measures</li> </ul>	<ul style="list-style-type: none"> <li>Similar to Draft EIR AC34 project but no operational impacts in 2012</li> <li>Reduced impacts associated with long-term development rights</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR AC34 project, the same potentially significant and significant impacts would be reduced to less than significant with the same mitigation measures</li> <li>Reduced impacts associated with long-term development rights, including avoidance of all impacts at Piers 19, 19½, and 23 and at the Rincon Point Open Water Basin</li> </ul>

**TABLE 11-8 (Continued)**  
**COMPARISON OF THE SIGNIFICANT ENVIRONMENTAL IMPACTS OF THE**  
**DRAFT EIR AC34 PROJECT, THE DRAFT EIR REDUCED INTENSITY ALTERNATIVE, AND THE REDUCED INTENSITY SUB-ALTERNATIVE**

Environmental Resource	Draft EIR AC34 Project	Draft EIR Reduced Intensity AC34 and Long-Term Development Sub-Alternative	Reduced Intensity AC34 and Long-Term Development Sub-Alternative
<b>Biological Resources, Marine</b>	<ul style="list-style-type: none"> <li>Significant impact on sensitive fish species, marine mammals, and Magnuson-Stevens Act-managed fish species and their habitats due to in-water construction could be mitigated through pile driving noise reduction and other control measures; and impacts to these species during operational activities would be mitigated through controlling night lighting at floating docks</li> <li>Potentially significant impact on sensitive natural marine communities (eelgrass beds) during AC34 events due to visiting boats unfamiliar with San Francisco Bay sensitive habitats could be mitigated through providing information to visiting mariners</li> <li>Potentially significant impact on the movement of marine mammals during construction could be mitigated by pile driving noise reduction; and potentially significant impacts on the movement of marine mammals could be mitigated by imposing restrictions on low-flying aircraft, and providing information to visiting mariners</li> <li>Potentially significant conflicts with local plans protecting marine biological resources could be avoided with implementation of mitigation measures identified in this EIR</li> <li>Potentially significant impacts from introduction of non-native or invasive species from foreign vessels during operations could be mitigated by providing information to visiting mariners; and potentially significant impacts from spreading already introduced invasive species during construction could be mitigated with development and implementation of an invasive species control plan</li> <li>Significant impact because long-term development under the Host Agreement could affect sensitive</li> </ul>	<ul style="list-style-type: none"> <li>Similar to Proposed Project but no operational impacts in 2012</li> <li>Reduced impacts associated with long-term development rights</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR AC34 project, the same potentially significant and significant impacts would be reduced to less than significant with the same mitigation measures</li> <li>Reduced impacts associated with long-term development rights, including avoidance of all impacts at Piers 19, 19½, and 23 and at the Rincon Point Open Water Basin</li> </ul>

**TABLE 11-8 (Continued)**  
**COMPARISON OF THE SIGNIFICANT ENVIRONMENTAL IMPACTS OF THE**  
**DRAFT EIR AC34 PROJECT, THE DRAFT EIR REDUCED INTENSITY ALTERNATIVE, AND THE REDUCED INTENSITY SUB-ALTERNATIVE**

Environmental Resource	Draft EIR AC34 Project	Draft EIR Reduced Intensity AC34 and Long-Term Development Sub-Alternative	Reduced Intensity AC34 and Long-Term Development Sub-Alternative
<b>Biological Resources, Marine</b> (cont.)	<p>marine species and their habitats due to in-water construction and operational activities, but impacts could be mitigated through controlling night lighting at floating docks, pile driving noise reduction, and control measures for maintenance and operation of marinas</p> <ul style="list-style-type: none"> <li>Potentially significant contribution to cumulative impacts on marine biological resources could be reduced to less than significant with implementation of mitigation measures identified in this EIR</li> </ul>		
<b>Geology and Soils</b>	<ul style="list-style-type: none"> <li>Significant impact related to groundshaking for the improvements at Piers 30-32 in the absence of site-specific geotechnical investigation, but could be mitigated with site-specific geotechnical investigations and implementation of its recommendations in the project design</li> <li>Potentially significant impacts related to liquefaction, earthquake-induced settlement, lateral displacement, and consolidation settlement could be mitigated with a site-specific geotechnical investigation and implementation of its recommendations in the project design</li> <li>Potentially significant impact due to large number of spectators in the vicinity of facilities with structural concerns (e.g., Torpedo Wharf at Crissy Field, pier at Fort Mason, and Municipal Pier at Aquatic Park) could be mitigated with signage and restricted access at structurally unsound viewing locations</li> <li>Significant impact due to long-term development under the Host Agreement could result in adverse geologic and seismic hazards but could be mitigated with site-specific geotechnical investigations and implementation of its recommendations in the project design</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR AC34 project, the same potentially significant and significant impacts would be reduced to less than significant with the same mitigation measures</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR AC34 project, the same potentially significant and significant impacts would be reduced to less than significant with the same mitigation measures</li> <li>Reduced impacts associated with long-term development rights, including avoidance of all impacts at Piers 19, 19½, and 23 and at the Rincon Point Open Water Basin</li> </ul>

**TABLE 11-8 (Continued)**  
**COMPARISON OF THE SIGNIFICANT ENVIRONMENTAL IMPACTS OF THE**  
**DRAFT EIR AC34 PROJECT, THE DRAFT EIR REDUCED INTENSITY ALTERNATIVE, AND THE REDUCED INTENSITY SUB-ALTERNATIVE**

Environmental Resource	Draft EIR AC34 Project	Draft EIR Reduced Intensity AC34 and Long-Term Development Sub-Alternative	Reduced Intensity AC34 and Long-Term Development Sub-Alternative
<b>Hydrology and Water Quality</b>	<ul style="list-style-type: none"> <li>Potentially significant impact due to in-water construction that could substantially degrade water quality from use and handling of fuels, hazardous materials, and cement, but could be mitigated with implementation of water quality best management practices</li> <li>Potentially significant impact due to increased boating discharges, spills, and littering that could substantially degrade water quality, but could be mitigated by providing notification and education of all visiting mariners using the Bay and providing marine species control at Port facilities</li> <li>Potentially significant impact due to long-term development under the Host Agreement could substantially degrade water quality from use and handling of fuels, hazardous materials, and cement, but impacts could be mitigated through implementation of water quality best management practices</li> </ul>	<ul style="list-style-type: none"> <li>Similar to Draft EIR AC34 project but no operational impacts in 2012</li> <li>Reduced impacts associated with long-term development rights</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR AC34 project, the same potentially significant and significant impacts would be reduced to less than significant with the same mitigation measures</li> <li>Reduced impacts associated with long-term development rights, including avoidance of all impacts at Piers 19, 19½, and 23 and at the Rincon Point Open Water Basin</li> </ul>
<b>Hazards and Hazardous Materials</b>	<ul style="list-style-type: none"> <li>Potentially significant impact due to the potential for release of hazardous materials from race-related or spectator vessels, which could be mitigated through notification and education of all visiting mariners using the Bay</li> <li>Potentially significant impact related to release of hazardous building materials during demolition of structures or removal of creosote-treated materials, which could be mitigated through surveys and implementation of approved removal and disposal protocols</li> <li>Significant impact because long-term development under the Host Agreement could result in release of hazardous building materials during demolition of structures, which could be mitigated through surveys and implementation of approved removal and disposal protocols</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR AC34 project, the same potentially significant and significant impacts would be reduced to less than significant with the same mitigation measures</li> </ul>	<ul style="list-style-type: none"> <li>Same as Draft EIR AC34 project, the same potentially significant and significant impacts would be reduced to less than significant with the same mitigation measures</li> <li>Reduced impacts associated with long-term development rights, including avoidance of all impacts at Piers 19, 19½, and 23 and at the Rincon Point Open Water Basin</li> </ul>

**TABLE 11-8 (Continued)**  
**COMPARISON OF THE SIGNIFICANT ENVIRONMENTAL IMPACTS OF THE**  
**DRAFT EIR AC34 PROJECT, THE DRAFT EIR REDUCED INTENSITY ALTERNATIVE, AND THE REDUCED INTENSITY SUB-ALTERNATIVE**

<b>Environmental Resource</b>	<b>Draft EIR AC34 Project</b>	<b>Draft EIR Reduced Intensity AC34 and Long-Term Development Sub-Alternative</b>	<b>Reduced Intensity AC34 and Long-Term Development Sub-Alternative</b>
<b>Mineral and Energy Resources</b>	<ul style="list-style-type: none"> <li>• All impacts less than significant</li> </ul>	<ul style="list-style-type: none"> <li>• Same as Draft EIR AC34 project, all impacts less than significant</li> </ul>	<ul style="list-style-type: none"> <li>• Same as Draft EIR AC34 project, all impacts less than significant</li> </ul>
<b>Agriculture and Forest Resources</b>	<ul style="list-style-type: none"> <li>• No impacts</li> </ul>	<ul style="list-style-type: none"> <li>• Same as Draft EIR AC34 project, no impacts</li> </ul>	<ul style="list-style-type: none"> <li>• Same as Draft EIR AC34 project, no impacts</li> </ul>



marina. Under the Reduced Intensity Sub-Alternative, instead of a marina at the Rincon Point Open Water Basin, the long-term development rights assume that the Event Authority would be able to construct a permanent small craft 425-berth marina north and south of Pier 54. Pier 54 is located in the South Beach/China Basin subarea of the Northeastern Waterfront, described in Section 5.2 of the Draft EIR (pages 5.2-8 to 5.2-9). Boat clubs and maritime support activities are currently located along the waterfront in the area of Pier 54. The pier is designated by the Port's *WLUP* as Other Maritime Area and zoned P (Public) on the City's Zoning Map. The *WLUP* designates the landside area adjacent to the pier as Mission Bay Open Space and Walkway, part of which has been constructed. The remainder of the landside area adjacent to Pier 54 comprises a surface parking lot and land which is currently undeveloped but designated for future improvement as Bayfront Park, under the Mission Bay South Redevelopment Plan. The BCDC *Special Area Plan* designates Pier 54 and the surrounding waterfront area for maritime, public access, small boat launching, and commercial recreational uses. Therefore, assuming the proposed long-term marina development at Pier 54 would be consistent with the assumptions described above in Section 11.5.1., at a conceptual level, the potential impacts of the long-term marina at Pier 54 would result in a less than significant impact on land use, and no new mitigation measures would be required.

As stated above and in the Draft EIR, any proposal for long-term development under the Host Agreement, including future marina proposal(s), would require detailed design studies as well as future project-specific CEQA environmental review and permitting.

### ***Aesthetics***

Under the Reduced Intensity Sub-Alternative, all impacts associated with development at Piers 19, 19½, and 23 and at the Rincon Point Open Water Basin would be avoided, and potential impacts due to long-term development at Piers 30-32, Seawall Lot 330, and Piers 26, 28, and 29 would be the same or less than those identified for the Draft EIR AC34 project, based on the assumed square footage of development shown in Table 11-7. Similar to the Draft EIR AC34 project, conceptual-level impacts on the aesthetic environment of long-term development at Piers 30-32, Seawall Lot 330, and Piers 26, 28, and 29 would be less than significant, with the assumptions described above in Section 11.5.1 and consistency with applicable design guidelines and policies for these sites, which would provide appropriate guidance for future architectural proposals and design review.

Like the Draft EIR Reduced Intensity Alternative, the Reduced Intensity Sub-Alternative would not include a long-term marina at the Rincon Point Open Water Basin, and all impacts on visual resources at this location would be avoided compared to the impacts of the Draft EIR AC34 project. Under the Reduced Intensity Sub-Alternative, the proposed marina at the Brannan Street Wharf Open Water Basin would be about one third the size as the one proposed under the Draft EIR AC34 project, and it would preserve views of the Bay from the Brannan Street Wharf; thus, potential effects on visual resources at this location would be lessened compared to the impacts of the Draft EIR AC34 project.

Similar to the Draft EIR AC34 project, development of permanent marinas at Brannan Street Wharf Open Water Basin and Pier 54 would be less than significant, with the assumptions described above in Section 11.5.1 and consistency with applicable design guidelines and policies for these sites, which would provide appropriate guidance for future architectural proposals and design review. As indicated above under Land Use, development of a permanent marina at Pier 54 under the Reduced Intensity Sub-Alternative would be consistent with adjacent land uses and would be more compatible with the visual character of the surrounding area compared to the assumptions for a permanent marina at the Rincon Point Open Water Basin under the Draft EIR project. However, as stated above and in the Draft EIR, any long-term development proposals, including future permanent marinas, would require detailed design studies and would be subject to future project-specific environmental review and permitting.

### ***Population and Housing***

Compared to the Draft EIR 34 project, the reduced square footage of long-term development under the Reduced Intensity Sub-Alternative would result in incrementally fewer estimated new jobs and would displace fewer tenants because there would be no development at Piers 19, 19½, and 23. Similar to the Draft EIR project, the future job growth associated with the long-term development rights under the Reduced Intensity Sub-Alternative would not significantly increase the City's population or demand for housing, and the impact would be less than significant. However, as stated above and in the Draft EIR, any long-term development proposals would require future project-specific environmental review and permitting.

### ***Cultural and Paleontological Resources***

Under the Reduced Intensity Sub-Alternative, the refinements to long-term development rights assumptions would include a substantial reduction in development compared to the Draft EIR AC34 project, which would result in a commensurate reduction in disruption and environmental impacts at the affected sites. Unlike the Draft EIR AC34 project or the Draft EIR Reduced Intensity Alternative, all impacts associated with development at Piers 19, 19½, and 23 would be avoided under the Reduced Intensity Sub-Alternative, as shown in Table 11-7, above. Long-term landside development would be limited to Piers 30-32, Seawall Lot 330, and Piers 26, 28, and 29, and under the Reduced Intensity Sub-Alternative, the potentially significant impacts to cultural resources identified for Piers 26, 28, and 29 and Seawall Lot 330 would be similar to those identified for the Draft EIR AC34 project. Under the Reduced Intensity Sub-Alternative, there would be no changes to the assumptions for long-term development at Piers 30-32, and impacts on cultural resources would be significant and unavoidable with mitigation, the same as identified for the Draft EIR AC34 project. All of the same mitigation measures identified for the Draft EIR AC34 project would apply to the Reduced Intensity Sub-Alternative.

Similarly, as described for the Draft EIR AC34 project, development of long-term marinas under the Reduced Intensity Sub-Alternative would be less than significant with mitigation, and the same long-term development mitigation measure identified in the Draft EIR would apply. For development of a permanent marina at the Brannan Street Wharf Open Water Basin located within or adjacent to the Embarcadero Historic District, at a conceptual level, potential impacts

on historic resources could be reduced to less than significant with implementation of mitigation measures that require consistency with performance criteria specifying conformity with Secretary's Standards. A potential marina at Pier 54 would require its removal. Pier 54 located outside of the Embarcadero Historic District, was constructed of reinforced concrete in 1909 for the Santa Fe Railway which had its main rail yard to the west in Mission Bay and operated freight car rail ferry terminal at the adjacent Pier 52 slip. The pier was constructed with an original wooden transit shed that has been replaced with a contemporary utilitarian corrugated steel industrial building. Although Pier 54 was constructed within the period of significance of the Embarcadero Historic District the pier lacks integrity because of the replacement of the transit shed and therefore is ineligible for inclusion in the historic district, or for individual listing in the National Register of Historic Places, or the California Register of Historic Resources. Therefore, at a conceptual level, long-term development of a marina at Pier 54 would result in a less-than-significant impact on historic resources. However, similar to the Draft EIR AC34 project, any long-term development of potential long-term marinas would be required to undergo site-specific evaluation for potential effects on historic resources and consistency with applicable performance criteria, including Secretary's Standards, as appropriate, as part of future project-specific environmental review and permitting.

### **Noise**

Similar to the Draft EIR AC34 project, noise impacts associated with long-term development rights under the Reduced Intensity Sub-Alternative would be less than significant, and the same long-term noise mitigation measures identified in the Draft EIR would apply. With the substantial reduction in development, the Reduced Intensity Sub-Alternative would have the same noise impacts associated with development on Piers 26, 28, and 29 and Seawall Lot 330 compared to the impacts of the Draft EIR project, and it would avoid all impacts associated with development at Piers 19, 19½, and 23 and at the Rincon Point Open Water Basin, as shown in Table 11-7, above. Similarly, with respect to development of long-term marinas at the Brannan Street Wharf Open Water Basin and at Pier 54, the Reduced Intensity Sub-Alternative would be less than significant with mitigation, and the same long-term development noise mitigation measure, addressing both construction noise and stationary operational noise sources, identified in the Draft EIR would apply. As stated above and in the Draft EIR, any long-term development proposals would require detailed, project-specific noise studies as part of future project-specific environmental review and permitting.

### **Air Quality**

Air quality impacts associated with the long-term development rights under the Reduced Intensity Sub-Alternative would be the same as those identified for the Draft EIR AC34 project, namely, significant and unavoidable with mitigation, but it would avoid all impacts associated with development at Piers 19, 19½, and 23 and at the Rincon Point Open Water Basin. Because the Reduced Intensity Sub-Alternative would include a substantial reduction in development, there would be an assumed commensurate reduction in construction and operational air pollutant emissions. As shown in Table 11-7 above, development at Piers 26, 28, and 29, Seawall Lot 330, and Brannan Street Wharf Open Water Basin would be the same as that assumed for the

Draft EIR AC34 project, and the same screening level impact estimates would apply at these locations as identified in the Draft EIR (page 5.8-58). At a conceptual level, air quality impacts associated with a marina at Pier 54 would be similar to those identified for the Rincon Point Open Water Basin under the Draft EIR AC34 project. In the absence of specific development proposals, the effectiveness of the identified long-term development air quality mitigation measures is unknown, and impacts would be considered significant and unavoidable, even with mitigation. As stated above and in the Draft EIR, any long-term development proposals would require detailed, project-specific air quality studies as part of future project-specific environmental review and permitting.

### ***Biological Resources, Upland and Marine***

With the substantial reduction in long-term development on Port properties, the Reduced Intensity Sub-Alternative would reduce impacts associated with construction and development on the affected piers and seawall lot compared to the impacts of the Draft EIR AC34 project, and it would avoid all impacts associated with construction and development at Piers 19, 19½, and 23 and at the Rincon Point Open Water Basin, as shown in Table 11-7, above. However, the potentially significant impacts on upland and marine biological resources identified for Piers 26, 28, and 29 and Seawall Lot 330 under the Reduced Intensity Sub-Alternative would be the similar to those identified for the Draft EIR AC34 project, and the same mitigation measures would be required. At a conceptual level, construction and operation of a permanent marina at Pier 54 under the Reduced Intensity Sub-Alternative would have the same types of impacts and require the same types of mitigation measures as those identified in the Draft EIR for a marina at the Rincon Point Open Water Basin or Brannan Street Wharf Open Water Basin. For upland biological species, this would include impacts and mitigation measures primarily for nesting birds. For marine biological resources, this would include construction impacts and mitigation measures to protect fish and marine mammals, and operational impacts and mitigation measures associated with maintenance dredging, in-water repairs, and proper management of boat-related fuels and wastes. As stated above and in the Draft EIR, any long-term development proposals would require detailed, site-specific biological resource studies as part of future project-specific environmental review and permitting.

### ***Hydrology and Water Quality***

With the substantial reduction in long-term development on Port properties, the Reduced Intensity Sub-Alternative would reduce impacts associated with construction and development on the affected piers and seawall lot compared to the impacts of the Draft EIR AC34 project, and it would avoid all impacts associated with construction and development at Piers 19, 19½, and 23 and at the Rincon Point Open Water Basin, as shown in Table 11-5, above. However, the potentially significant impacts on water quality identified for Piers 26, 28, and 29 and Seawall Lot 330 for the Reduced Intensity Sub-Alternative would be the same as those identified for the Draft EIR AC34 project, and the same mitigation measures would be required. The same would be true for impacts associated with development of a permanent marina at Pier 54 under the Reduced Intensity Sub-Alternative, which at a conceptual level, would result in the same types of water quality impacts as those described for the Draft EIR AC34 project for the permanent marinas at

the Brannan Street Wharf and Rincon Point Open Water Basins. As stated above and in the Draft EIR, any long-term development proposals, including development of permanent marinas, would require site-specific water quality analysis as part of future project-specific environmental review and permitting.

### ***Other Resource Areas***

The refinements to the long-term development assumptions under the Reduced Intensity Sub-Alternative would have no effect on the impact analyses or conclusions previously reached for the Draft EIR AC34 project in the following areas: greenhouse gas emissions; wind and shadow; recreation; utilities; public services; geology and soils; hazards and hazardous materials; mineral and energy resources; and agriculture and forest resources. None of the changes from the Draft EIR AC34 project to the Reduced Intensity Sub-Alternative with respect to the long-term development assumptions would substantially affect the assumptions used in the impact analysis in these resource areas.

The basis for determining that impacts on the greenhouse gases emissions or energy usage would be less than significant are the same as for the Draft EIR AC34 project. The sub-alternative would not result in any changes to locations or structures that would affect wind or shadow effects differently from those identified for the Draft EIR AC34 project. None of the components of the refinements to the long-term development assumptions under the Reduced Intensity Sub-Alternative would affect or physically degrade recreational resources, but instead could provide potential additional recreational facilities in the form of permanent marinas. The Reduced Intensity Sub-Alternative would have the same or less demand for utilities or public services compared to that for the Draft EIR AC34 project. There would be no differences in exposure to geologic hazards or cause soil erosion, and similarly use and management of hazardous materials would be essentially the same as described for the Draft EIR AC34 project. Thus, in all of these resource areas, the Reduced Intensity Sub-Alternative would not result in any new significant effects beyond those identified in the Draft EIR or increase the severity of a significant impact, and no new mitigation measures would be required.

### ***Conclusions***

As discussed above and summarized in Table 11-8, the Reduced Intensity Sub-Alternative, like the Draft EIR Reduced Intensity Alternative, would have substantially fewer impacts or impacts that are substantially less severe than those identified for the Draft EIR AC34 project. In comparing the Reduced Intensity Sub-Alternative with the Draft EIR Reduced Intensity Alternative, both would reduce significant impacts identified for the Draft EIR project, including avoiding the significant and unavoidable land use impact associated with long-term development of a marina at the Rincon Point Open Water Basin. However, the Draft EIR Reduced Intensity Alternative would avoid impacts associated with construction and operation of the AC34 2012 events, whereas the Reduced Intensity Sub-Alternative would reduce overall construction and operational impacts for both the AC34 2012 and 2013 associated with the venue refinements and reduction in construction activities described above for the AC34 Project Variant. In addition, the Draft EIR Reduced Intensity Alternative was assumed to have a greater

overall reduction in the square footage of landside development on Port properties and associated fewer or less severe impacts, but the Reduced Intensity Sub-Alternative would completely avoid all impacts at Piers 19, 19½, and 23. The Reduced Intensity Sub-Alternative would also result in significant but mitigable impacts at Pier 54. On balance, considering the CEQA Guidelines 15126.6 and the similarities and differences between the impacts associated with the Reduced Intensity Sub-Alternative and the Draft EIR Reduced Intensity Alternative, either would be considered the environmentally superior alternative.



# CHAPTER 12

## Responses to Comments

### 12.1 Organization of Responses to Comments

This chapter presents summaries of the substantive comments received on the Draft EIR and responses to those comments. The comments and responses are organized by subject and are generally in the same order as presented in the Draft EIR, with general comments on the EIR or proposed projects grouped together at the beginning of the chapter. Comments on the Chapter 1, Executive Summary, or on specific mitigation measures are included under the relevant topical section of the Draft EIR. The order of the comments and responses in this chapter is shown below, along with the prefix to the topic codes (indicated in square brackets):

12.2 General Comments [GEN]	12.15 Wind and Shadow[WS]
12.3 Introduction [INT]	12.16 Recreation [RE]
12.4 Project Description [PD]	12.17 Utilities and Service Systems [UT]
12.5 Plans and Policies [PP]	12.18 Public Services [PS]
12.6 Impact Overview [IO]	12.19 Biological Resources, Upland [BIU]
12.7 Land Use [LU]	12.20 Biological Resources, Marine [BIM]
12.8 Aesthetics [AE]	12.21 Geology and Soils [GE]
12.9 Population and Housing [PH]	12.22 Hydrology and Water Quality [HY]
12.10 Cultural and Paleontological Resources [CP]	12.23 Hazards and Hazardous Materials [HZ]
12.11 Transportation and Circulation [TR]	12.24 Mineral and Energy Resources [ME]
12.12 Noise and Vibration [NO]	12.25 Agriculture and Forest Resources [AG]
12.13 Air Quality [AQ]	12.26 Other CEQA Issues [OC]
12.14 Greenhouse Gases Emissions [GG]	12.27 Alternatives [AL]

Within each section of this chapter under each topic area, similar comments are grouped together and numbered sequentially using the topic code prefix and sequential numbering for each subtopic. For example, General Comments [GEN] are listed as [GEN-1], [GEN-2], [GEN-3], and so on. Within each topic code and corresponding heading that introduces the comment subject, there is a list of the comments included using the unique comment code that identifies the commenter.<sup>1</sup> Following the list of comment codes, a summary of the comments is presented.

<sup>1</sup> Each bracketed comment is assigned a unique comment code that corresponds to the type of commenter (i.e., public agency [A], non-governmental organization [O], or individual [I]); an acronym for the agency or organization (or, in the case of individuals, their last name); and the sequentially numbered, bracketed comment from that commenter. For example, the comment letter from the National Park Service is coded A-NPS, and the first comment in the letter is coded A-NPS-01, the second comment on a different topic is coded A-NPS-02, etc. If a single agency, organization, or individual submitted comments more than once (or spoke at the public hearing in addition to submitting written comments), a number is inserted at the end of the identifying initials. For example, the National Park Service submitted comments both at the public hearing and in a letter; the first comment set is coded as A-NPS1, and the second set is A-NPS2; the subsequent sequential numbers denote the individual comments from that commenter (e.g., A-NPS1-01, A-NPS1-02, A-NPS1-03, etc.).

However, the reader is referred to Appendices COM and PH for the full text and context of each comment. The unique comment codes are used as a cross-reference to the topic codes, and both comment and topic codes are shown in the margins of the comments in Appendices COM and PH.

Following each comment or group of comments, a comprehensive response is provided to address issues raised in the comments and to clarify or augment information in the Draft EIR as appropriate. Response numbers correspond to the topic code; for example, the response to comments on topic GEN-1 is provided under Response GEN-1. The responses provide clarification of the Draft EIR text and may also include revisions or additions to the Draft EIR. Revisions to the Draft EIR are shown as indented text. New or revised text is underlined; deleted material is shown in ~~striketrough~~. In some cases, where a comment addresses more than one topical subject, the response includes a cross-reference to other responses.

As appropriate, the responses in Chapter 12 focus on the projects as proposed in the Draft EIR (referred to as the Draft EIR AC34 and Cruise Terminal projects) and the related comments on these projects. However, as described in Chapter 11, since publication of the Draft EIR, a number of project updates, revisions and/or refinements have evolved for the AC34 and Cruise Terminal projects.

All potential environmental impacts associated with those updates, revisions and/or refinements are addressed in Chapter 11. As described in detail in Chapter 11, the impacts associated with the Project Updates and New Project Variants are essentially the same, or less than, those for the Draft EIR AC34 and Cruise Terminal projects. Furthermore, all mitigation measures identified for the Draft EIR AC34 and Cruise Terminal projects (as revised or augmented in Chapter 12, or, in one case, incorporated into the Project Variant in Chapter 11) would also apply to the AC34 and Cruise Terminal Project Variants. Where noted, the responses presented in this chapter apply to both the Draft EIR project and the new project variants. The reader is referred to Chapter 11 for relevant new project information available as a result of either the Project Updates or New Project Variants.

## 12.2 General Comments

### 12.2.1 Overview of General Comments

The comments and corresponding responses in this section cover general subjects not directly related to a specific section of the EIR, although in some cases they address a number of interrelated topics discussed in various sections of the EIR. The following categories are addressed under General Comments:

- GEN-1, Coordination with Agencies and Organizations
- GEN-2, Funding
- GEN-3, Summary Comments
- GEN-4, Opinions
- GEN-5, Non-CEQA Issues

### 12.2.2 Coordination with Agencies and Organizations [GEN-1]

#### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-NPS2-01	A-MBOS-01	O-Explor-12
A-NPS2-14	A-MCCDA-02	O-FWCBD2-01
A-NPS2-147	A-RBRA-01	O-GGNPC2-15
A-Presidio-01	A-Sausalito-15	O-TIRN2-13
A-USDI-01	A-SFPC-Sug-02	I-Powning-01
A-Caltrans-02	O-ACEC-191	
A-CSLC1-04	O-Explor-11	

- The National Park Service (NPS) appreciates the mitigation for identified impacts on NPS park lands and waters. The NPS is happy to work with San Francisco to supply information, identify mitigation measures, and review updated drafts. [A-NPS2-01, A-NPS2-14]
- The NPS's highest priorities for the AC34 event are to ensure resource preservation, a safe and high-quality visitor experience, and free and open use of park sites at GGNRA and SAFR. The impacts of increased visitors have the potential to affect the ability to achieve these priorities. [A-NPS2-147]
- A portion of Crissy Field proposed for the AC34 events is under the Presidio Trust's jurisdiction. The Trust is actively participating in both the AC34 planning and NEPA process and will make staff support available to provide information. [A-Presidio-01]
- The United States Department of the Interior requests that the City and County of San Francisco engage in consultation with the National Park Service, United States Fish and Wildlife Service, United States Geological Survey, Office of the Solicitor, and (if the Open Ocean Alternative is selected) Bureau of Land Management. [A-USDI-01]
- Caltrans applauds the City's effort in coordinating with Caltrans and local transportation agencies to reduce vehicular use and provide non-vehicular transportation alternatives to

the AC34 event. FWCBD applauds the development of the EIR and comprehensive People Plan. [A-Caltrans-02, O-FWCBD2-1]

- The commenter summarizes California State Lands Commission jurisdiction and management authority for Public Trust lands. [A-CSLC1-04]
- The Marin County Board of Supervisor representing Southern Marin submitted comments and also supports the comments submitted by the Marin County Community Development Agency and the Richardson's Bay Regional Agency. [A-MBOS-01]
- The commenter requests that the County of Marin Department of Public Works be contacted prior to the event if any mitigations are planned within County rights-of-way. [A-MCCDA-02]
- The Richardson's Bay Regional Agency (RBRA) is commenting to assist the CCSF in working with RBRA. [A-RBRA-01]
- Sausalito's objectives are to preserve and protect the natural resources, ensure residents are able to maintain their quality of life, plan for needs related to the AC34 event, and ensure visitors have a positive experience. [A-Sausalito-15]
- The San Francisco Planning Commission is willing to coordinate directly with interested parties who were present at the public hearing to direct their concerns to the appropriate party. [A-SFPC-Sug-02]
- The project description should include explanation and/or description of ongoing agency coordination for the AC34 event. [O-ACEC-191]
- The Exploratorium asks to be included in planning and implementing the People Plan. [O-Explor-11, O-Explor-12]
- The Golden Gate National Parks Conservancy makes specific requests for ensuring protection and safety of Crissy Field and for coordination in developing the Parks Event Operations Plan. [O-GGNPC2-15]
- Turtle Island Restoration Network is a member of the America's Cup Environmental Council and supports the comments it submitted. [O-TIRN2-13]
- A member of the Dolphin Club suggests that the AC34 project sponsors recruit members of the Dolphin Club and South End Rowing Club to assist in the AC34 events. [I-Powning-01]

## Response GEN-1

This response addresses comments from agencies and non-governmental organizations providing information about their organizations and informing the City and County of San Francisco (CCSF) of interest in and/or appreciation of the CCSF's coordination efforts for the planning of the AC34 events.

The comment codes listed above include those comments that were specifically bracketed and coded because they incorporated other comments pertinent to the adequacy or accuracy of the Draft EIR. However, it is acknowledged that numerous other agencies and organizations have

also expressed interest in coordination with the CCSF as part of their comments on the Draft EIR, though those comments were not specifically bracketed and coded.

Comment O-ACEC-191 request explanation and/or description of agency coordination for the AC34 event. Chapter 3, Sections 3.7.1 and 3.7.2, describes agencies with approval authority over various aspects of the proposed projects and coordination with other agencies prior to, during, and after the AC34 events. These sections are augmented with the information presented below.

### *Coordination with Agencies*

The following public agencies have submitted comments expressing an interest in coordinating with the CCSF:

- **Federal Agencies:** National Park Service, Presidio Trust, and Department of the Interior
- **State Agencies:** San Francisco Bay Conservation and Development Commission (BCDC), California Department of Transportation (Caltrans), California Department of Fish and Game (CDFG), California Department of Parks and Recreation (California State Parks), California State Lands Commission (CSLC), California Department of Boating and Waterways, California Environmental Protection Agency - Department of Toxic Substances Control, and California Water Resources Board - San Francisco Bay Regional Water Quality Control Board
- **Regional/Local Agencies:** Association of Bay Area Governments, AC Transit, Bay Area Air Quality Management District, City of Belvedere, Golden Gate Bridge Highway and Transportation District, Marin County Board of Supervisors, Marin County Community Development Agency, Port of Oakland, Richardson's Bay Regional Agency, City of Sausalito, and Town of Tiburon

As described in the Draft EIR (Chapter 3, Sections 3.7.1 and 3.7.2, pages 3-115 to 3-116), the project sponsors are actively engaged with a host of federal, state, and local agencies as part of the permitting and project approvals required for the proposed projects, and they are conducting outreach and coordination efforts with other interested agencies as well. This coordination effort with the appropriate agencies began prior to the CEQA process, is ongoing through the CEQA process for issues related to the EIR, and will continue through the NEPA process, development of the AC34 implementation plans (see EIR Chapter 3, pages 3-87 to 3-90), and prior to, during, and after implementation of the AC34 events.

The ongoing coordination with public agencies is addressing a wide range of issues related to AC34 planning. These issues include public safety, maritime safety, communications, transportation, and crowd control, to name a few. In preparation for the AC34 events, the San Francisco Police Department has convened monthly public safety domain meetings with over 40 law enforcement agencies and 100 individuals representing the California Highway Patrol, Federal Bureau of Investigation, California Emergency Management Agency, United States Coast Guard, Park Police, and regional sheriffs' and fire departments. Similarly, the San Francisco Municipal Transportation Agency has facilitated meetings with regional partners at the Metropolitan Transportation

Commission, Caltrain, BART, Water Emergency Transportation Authority, AC Transit, Paratransit, and Golden Gate Transit as well as operators of pedicabs, taxis, shuttles, and bicycle rentals.

In addition, the CCSF has facilitated numerous meetings with public officials (e.g., mayors, council members, city and town managers, planning directors, harbor masters, and economic development directors) throughout the nine-county Bay Area to answer their questions, address their concerns, and update them on the CCSF's AC34 planning efforts. In particular, the CCSF has participated in four working sessions in Marin County dedicated to AC34 planning, with representatives from the Town of Tiburon, the Marin County Board of Supervisors, and the Cities of Belvedere, Sausalito, Mill Valley, Corte Madera, and Larkspur; discussion topics included regional public safety planning, communications, transportation, boating practices, and coordination of marine assets. In addition to outreach to the North Bay communities, CCSF also held meetings with the San Mateo County Board of Supervisors and the City of Alameda, the latter of which included representatives from the Cities of Oakland and Emeryville. Questions and comments about agency coordination do not directly comment upon the adequacy of the Draft EIR or the information contained therein. Nevertheless, the CCSF and project sponsors are continuing efforts in earnest to coordinate with all appropriate federal, state, regional, and local agencies in the planning, development, and implementation of the AC34 project. Information provided by various public agencies on their responsibilities and jurisdiction is noted. As indicated by Comment A-SFPC-Sug-02, the San Francisco Planning Commission has also offered to facilitate communications among interested parties. The information concerning the roles and interests of agencies desiring involvement in this process will be forwarded to the decision-makers.

Regarding Comment A-USDI-01: ongoing agency consultation by the project sponsors currently includes the United States Fish and Wildlife Service, but not the United States Geological Survey, Office of the Solicitor, or Bureau of Land Management because there are no project activities that would affect the jurisdictions of these agencies.

### ***Coordination with Non-Governmental Organizations***

As part of the CEQA process (see Draft EIR, Chapter 2, Section 2.3, page 2-3), the San Francisco Planning Department published notices and information about the proposed AC34 project to solicit concerns from interested parties, including non-governmental organizations and individuals. This public outreach has resulted in numerous comments and communications with the CCSF regarding the AC34 project. (See Chapter 10 of this document, Tables 10-2 and 10-3 for lists of non-governmental organizations and individuals.) The issues regarding coordination with the CCSF and project sponsors raised by the Chinatown Community Development Center, the Exploratorium, Golden Gate National Parks Conservancy, Round the Diamond Consulting and Educational Services, Turtle Island Restoration Network, and the Dolphin Club member do not directly comment upon the adequacy of the Draft EIR or the information contained therein. Nevertheless, the CCSF and project sponsors are continuing to coordinate with numerous non-governmental organizations and interested individuals in the planning, development, and implementation of the AC34 project. Coordination with non-governmental organizations has



included periodic meetings and workshops with the America's Cup Environmental Council, including representatives from Turtle Island Restoration Network, Baykeeper, Natural Resources Defense Council, South End Rowing Club, and Dolphin Club to solicit their review and feedback on project planning, environmental impacts and alternative mitigation approaches as part of the CEQA process. In addition, the City has sought the input and advice from these organizations in the development of specific implementation plans, including the People Plan, Sustainability Plan, Zero Waste Plan (also known as Waste Management Plan), Water and Air Traffic Plan, and Parks Event Operations Plan. The CCSF intends to continue to collaborate with members of the America's Cup Environmental Council on issues relating to their applicable fields of expertise as mitigation and implementation strategies are further refined and executed. The information concerning the roles and interests of these persons desiring involvement in this process will be forwarded to the decision-makers. See also Response INT-4 in Section 12.3.

### 12.2.3 Funding [GEN-2]

#### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-NPS2-06	A-Tiburon-09	O-GGNPC2-10
A-NPS2-146	O-ACEC-23	O-GGNPC2-13
A-NPS2-164	O-ACEC-274	O-GGNPC2-15
A-MCCDA-13	O-ACEC-275	O-PSCF-03
A-MCCDA-15	O-CFDG-02	I-Boken-03
A-RBRA-04	O-EOP-01	
A-RBRA-06	O-GGNPC2-03	

- The Final EIR should commit the project sponsors to fully fund all relevant mitigation measures. The project sponsor will need to guarantee cost recovery for the NPS, and the NPS expects the Event Authority to offset any NEPA costs. [A-NPS2-06, A-NPS2-146, A-NPS2-164]
- The project sponsors should financially assist the Richardson's Bay Regional Agency in accommodating any major increase in vessels and their sanitary waste production. Managing environmentally sensitive areas of Richardson's Bay will require a substantial increase in RBRA resources with an estimated cost of \$124,000 for patrols and enforcement. [A-MCCDA-13, A-MCCDA-15, A-RBRA-04, A-RBRA-06]
- The EIR should discuss whether the agreement between the project sponsors and the CCSF includes provision to offset costs that would be borne by other municipalities, including the Town of Tiburon. [A-Tiburon-09]
- It's unclear what is analyzed in this EIR. The project description defers to implementation plans not yet available. The EIR must include an analysis of impacts and mitigation measures, as well as alternatives. The EIR grossly underestimates parking demand and overstates supply, as shown in our own study. [O-EOP-01]
- Will the Event Authority's investment in upgrades to Piers 30-32 count toward the \$55 million in venue infrastructure under the Host Agreement? Given the condition of

Piers 30-32, please discuss why investments should be made in these piers instead of in historic piers. Discuss why it would not be more consistent with BCDC policies to remove Piers 30-32. Will the Port or the Event Authority be responsible for paying for dredging the Brannan Street Open Water Basin? [O-ACEC-23]

- America's Cup should pay for all of NPS's staff time. [O-CFDG-02]
- The Draft EIR does not analyze impacts on NPS, Presidio, and state park lands if funding for regular resource management is diverted to AC34-related expenses. The EIR should include description of funding for all mitigation measures. [O-ACEC-274, O-ACEC-275]
- How will the revenue loss to Crissy Field Center due to impacts of the AC34 events be compensated? The Golden Gate National Parks Conservancy makes specific requests for defining funding and implementation of mitigation measures for Crissy Field and for setting aside financial resources for event preparation and management. [O-GGNPC2-03, O-GGNPC2-10, O-GGNPC2-13, O-GGNPC2-15]
- Philanthropies in Support of Crissy Field request that the Final EIR address commitment to the financial resources and the specific timeframe for the commitment of these financial resources for mitigation measures relevant to the national park sites affected. [O-PSCF-03]
- Nowhere in the EIR is there a reference to an Infrastructure Financing District for the America's Cup. [I-Boken-03]

## Response GEN-2

This response relates to numerous comments related to funding issues, either for mitigation measures identified in the Draft EIR or for other actions that are perceived to be attributable to the AC34 project. One comment relates to potential impacts that would occur if existing funding is diverted for other uses associated with the proposed project.

CEQA Guidelines Section 15126.4 requires that an EIR describe *feasible* measures that could minimize or avoid significant adverse impacts of the project. Identification of funding sources for the mitigation measures is not explicitly required. However, CEQA Guidelines Section 15364 defines "feasible" as "capable of being accomplished in a successful manner within a reasonable period of time, taking into account economic, environmental, legal, social, and technological factors"; thus, economic factors are considered in the determination of feasibility of mitigation measures. Consistent with CEQA, only feasible mitigation measures are identified in the Draft EIR; this implies that the project sponsors are capable of implementing the measures in the EIR.

While the information in the EIR does not control the ultimate decision to approve or disapprove a project, CEQA requires that the decision-makers respond to each significant effect identified in the EIR by making findings, and if necessary, by making a statement of overriding considerations if the project is to be approved (see CEQA Guidelines Section 15121[b]). Thus, as part of project approval, the decision-makers will be required to adopt findings and a statement of overriding considerations because the EIR identifies significant impacts, including some significant and unavoidable impacts. As part of the findings, the decision-makers are also required to adopt a Mitigation Monitoring and Reporting Program (MMRP) (see CEQA Guidelines Section 15097).

The MMRP presents all of the mitigation measures identified in the EIR and indicates responsible parties and the implementation schedule.

Therefore, project approval and adoption of findings constitute a commitment on the part of the project sponsors (i.e., the Event Authority and CCSF for the AC34 project, and the Port of San Francisco for the Cruise Terminal project) to implement—and fund—the mitigation measures as part of the project during the appropriate timeframe. For any mitigation measures where funding may be uncertain, the corresponding impacts were determined to be significant and unavoidable, and the decision-makers must adopt a statement of overriding considerations to acknowledge the uncertainties associated with implementing those measures.

For funding or financial assistance for measures or actions not identified in the EIR, the project sponsors are coordinating with numerous agencies and interested organizations as described above in Response GEN-1. The outcome of these coordination efforts is outside the purview of CEQA and no further response is required.

Comment O-EOP-01 is a summary comment that references comments later in the same letter. Please see Response PD-7 regarding the use of implementation plans, which explains that implementation plans are not deferral of analysis. Please see Response AL-1 regarding a reasonable range of alternatives. Finally, regarding parking supply in the area along The Embarcadero, please see Response TR-10, which addresses Comment O-EOP-06 that the EIR does not adequately address parking impacts.

Comment O-ACEC-23 requests clarification regarding the Event Authority's investments in upgrades to Piers 30-32 with respect to the conditions in the Host Agreement. Structural repairs and upgrades to Piers 30-32 would count toward the \$55 million in Authority Infrastructure Work under the Host Agreement, if the City approves the proposed scope of work and the work is conducted within 5 years after the Match. Like many of the Port's piers, the substructure of Piers 30-32 is deteriorated and portions of the piers are load restricted. Proposed uses at Piers 30-32 for the AC34 events, including truck access to the piers and installation of temporary structures such as cranes, would require structural strengthening to meet building code requirements.

The BCDC Special Area Plan for the San Francisco Waterfront, as amended in 2000, identified multiple areas for planned fill removal. These areas did not include Piers 30-32, which was recognized as a mixed-use development site. In 2009, the Special Area Plan for the San Francisco Waterfront was amended with respect to the Exploratorium project at Piers 15-17 to list Piers 30-32 as one of several potential fill removal sites to replace previously required fill removal in the valley between Piers 15-17. These amendments did not contemplate removal of all of Piers 30-32. If Piers 30-32 is chosen as a future fill removal site to fulfill the requirements of the Special Area Plan with respect to the Exploratorium, the fill removal required would equal the area between Piers 15 and 17 that was not removed as part of the Exploratorium project, which represents a small fraction of Piers 30-32.

The Event Authority would pay for initial dredging expenses in the Brannan Street Wharf Open Water Basin, which would be reimbursed as either Authority Infrastructure Work or as

Additional Work. Additional Work would be reimbursed subject to future approval of a Marina Lease under the Host Agreement, with resulting rent credits transferrable to certain locations.

With respect to Comment O-ACEC-275 concerning potential impacts that would occur if existing funding is diverted for other uses associated with the proposed project, this scenario is considered speculative at this time because funding decisions by the NPS, Presidio Trust, and California State Parks are not within the control of the CCSF or project sponsor. The basic assumption used in the EIR is that these agencies would continue to operate and maintain their facilities the same as under existing conditions, allocating their existing funds according to their current management requirements. Therefore, analyzing impacts on these park lands under any other scenario is speculative and not required under CEQA.

## 12.2.4 Summary Comments [GEN-3]

### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-NPS2-02	O-ACEC-01	O-GGNPC2-15
A-NPS2-14	O-EOP-08	O-NRDC-02
A-CSLC1-01	O-EOP-09	I-Ferguson2-01
A-CSLC1-02	O-GGAS2-01	I-Ferguson2-04
A-CSLC1-03	O-GGAS2-03	I-FormLetter-02
A-Sausalito-01	O-GGAS2-07	I-FormLetter-04

- The NPS has concerns about the adequacy of the EIR and wants to make sure these concerns, including gaps in the analysis and the dependence of the EIR on future planning (such as the People Plan), are resolved in the CEQA process. The NPS finds the Draft EIR has inadequate geographic scope, insufficient analysis, a reliance on a narrow definition of physical change and significance, and unclear commitments to mitigation and future planning. [A-NPS2-02, A-NPS2-14]
- The commenter summarizes that the proposed AC34 sailing events, Cruise Terminal, and other long-term development include temporary and permanent improvements and services to several facilities and locations along the San Francisco northeast waterfront. The commenter summarizes: several components of the proposed AC34 sailing events, including estimated visitation, project venue sites, and project construction details; several components of the proposed Cruise Terminal and Northeast Wharf Plaza, including estimated amount of new development and demolition that would occur at Piers 27-29; and assumed development program at the long-term development sites. [A-CSLC1-01, A-CSLC1-02, A-CSLC1-03]
- The City of Sausalito has reviewed the Draft EIR and identified that it will be affected by 35 impacts. [A-Sausalito-01]
- The EIR lacks necessary information and understates impacts, leading directly to underfunded mitigation measures. It doesn't describe the serious effects on visitors, locals, and unique and natural resources. Specific details are required to protect air quality, water quality, and sensitive shorelines. [O-ACEC-01, I-FormLetter-02, I-FormLetter-04]

- The Draft EIR has an inadequate project description and incomplete analysis of potentially significant environmental effects. The document does not identify adverse effects or detail the mitigation measures. Equity Office Properties (EOP) joins in those comments submitted by other individuals and organizations regarding the inadequacies of the Draft EIR. [O-EOP-08, O-EOP-09]
- The Golden Gate Audubon Society does not oppose the AC34 project but cannot endorse the EIR due to unmitigated impacts on wildlife, habitats, and values of people. The commenter asks that the CCSF revise the Draft EIR to include a better assessment of wildlife and habitats, improved mitigation that is verifiable, and a better assessment of cumulative impacts. The commenter is concerned about the myriad deficiencies in the Draft EIR's impact analysis. [O-GGAS2-01, O-GGAS2-03, O-GGAS2-07]
- The Draft EIR does not define how impacts will be mitigated and what resources will be specifically committed for that purpose. [O-GGNPC2-15]
- The Draft EIR must be improved to address CEQA deficiencies in the environmental setting, deferral of mitigation measures, mitigation measures that are not fully enforceable, outdated scientific information, and need for a robust analysis of cumulative impacts. [O-NRDC-02]
- I am firmly against the EIR for several reasons. Commenter summarizes the summary of scoping comments provided in the Introduction. [I-Ferguson2-01, I-Ferguson2-04]

### Response GEN-3

The comments in this category state the commenters' overall concerns with the Draft EIR, which are generally part of either introductory or closing remarks. Due to the lack of specific information in these comments, the responses to these comments are incorporated in the responses to specific comments in which those issues or concerns are raised. In some cases, commenters summarize information directly from the EIR.

The NPS comments include a summary statement regarding issues that are specified in detail in other parts of its letter. For response to specific parts of Comments A-NPS2-02 and A-NPS2-14, please see Section 12.6, Impact Overview, for discussion of the geographic scope, the scope of the analysis, significance criteria and determinations, and mitigation measures; and Section 12.4, Project Description, for discussion of the People Plan and other implementation plans.

The CLSC comments correctly summarize project description information for both the AC34 and Cruise Terminal projects. Chapter 3 in the EIR provides a detailed description of all project components summarized by the commenter.

The City of Sausalito indicates that it will be affected by impacts in the areas of land use, aesthetics, transportation, recreation, public services, marine biological resources, and hydrology/water quality. For responses that address the specific issues raised by Comment A-Sausalito-01, please see Sections 12.7 (Land Use), 12.8 (Aesthetics), 12.11 (Transportation), 12.16 (Recreation), 12.18 (Public Services), 12.20 (Marine Biological Resources), and 12.22 (Hydrology and Water Quality).

Comment O-EOP-08 is a generalized statement regarding the inadequate project description, impact analysis, and mitigation measures, but in general, this comment letter identifies concerns related primarily to transportation, parking, and circulation. Chapter 3 of the EIR provides a detailed and site-specific description of the proposed projects (see also Section 12.4, Response PD-1 regarding adequacy of the project description); Chapter 5, Sections 5.1 through 5.19, provide a thorough and comprehensive analysis of impacts and identification of mitigation measures; and in particular, Section 5.6 of the EIR and Section 12.11 of the Comments and Responses document address transportation issues. For response to Comment O-EOP-9, please see the responses to comments submitted by other individuals and organizations, and for the topic areas raised by the commenter, see Section 12.4, Project Description, for responses on the status of the People Plan, and Section 12.11, Transportation and Circulation, for responses on transportation impacts along The Embarcadero.

For response to Comments O-GGAS2-01, -03, and -07 from the Golden Gate Audubon Society, please see Section 12.3, Introduction, for responses on the purpose of the EIR and CEQA process; Section 12.7, Land Use, for responses on the existing land uses; Section 12.6, Impact Overview, for responses on the secondary viewing locations and adequacy of mitigation measures; and Section 12.19, Upland Biological Resources, for responses on impacts on birds and sensitive habitats. The approach to analysis of cumulative impacts is described in EIR, Chapter 5, Section 5.1.5 (pages 5.1-12 to 5.1-14), and the response to the commenter's concerns on the cumulative impacts on birds is included in Section 12.19, Upland Biological Resources, of this document.

For responses that address the specific issues noted by Comment O-GGNPC2-15 from the Golden Gate National Parks Conservancy, please see Sections 12.11 (Transportation), 12.12 (Noise), 12.16 (Recreation), 12.18 (Public Services), and 12.19 (Upland Biological Resources) for responses to specific comments on impacts on those resource areas raised by this commenter.

Comments O-NRDC-02 and I-FormLetter-02 and -04 assert overall CEQA deficiencies in the Draft EIR but do not provide any specific examples or substantiation for these comments. Subsequent comments that identify the specific concerns of the commenter are addressed under those specific topic areas, including marine biological resources, water quality, air quality, and transportation in Sections 12.20, 12.22, 12.13, and 12.11, respectively, of the Comments and Responses document. Within Chapter 5, the setting sections provide a description of the physical environmental conditions in the vicinity of all project sites, with emphasis on resources that are rare or unique, as required by CEQA Guidelines Section 15125. For discussion of mitigation measures, see Section 12.6, Impact Overview, for a detailed response. The commenter's conclusory remarks—presented without evidence, explanation or specific examples from the Draft EIR—regarding the adequacy of the environmental setting, the use of outdated scientific information, and deficient cumulative analysis are acknowledged; however, contrary to these assertions, the EIR provides up-to-date and relevant setting information for all resource topics, uses current and verifiable scientific data (as set forth in the footnotes and citations throughout the document), and includes a cumulative impact analysis under each resource topic consistent with CEQA Guidelines Section 15130.



Commenter I-Ferguson cites several locations in the EIR that describe Aquatic Park and expresses concerns related to traffic, aesthetics, parking, and terrestrial biological resources. For a response to the recreational concerns raised by Comments I-Ferguson2-01 and I-Ferguson2-04, please see Response RE-2. Please also see Response LU-1 regarding land use setting comments. See sections 5.03, 5.06, and 5.14 regarding impacts on aesthetics, traffic, and biological resources. Please see Response HY-9 for a discussion of water quality impacts. Note that the summary of scoping comments provided in the EIR in Table 2-1 beginning on page 2-5 is not intended to provide an analysis of project impacts.

## 12.2.5 Opinions [GEN-4]

### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-NPS2-196	I-Cortis-01	I-Wang-01
A-Presidio-01	I-Chiao-01	I-Wang-02
A-DBW-14	I-CooperA-01	I-Whitaker-02
O-ArcEco2-01	I-Intrator-03	I-Whitaker-03
O-Dolphin3-15	I-Ferguson2-03	I-McHenry-01
O-NRDC-01	I-Krautner-01	
I-Brown-01	I-McKennaB-01	

- The beach conditions are too variable, so no special events should be hosted there, and lifeguards may be required. [A-NPS2-196]
- The Presidio Trust commends the Planning Department and its consultants for the Draft EIR's overall comprehensiveness and quality. [A-Presidio-01]
- The Cruise Terminal project should include sewage pump-out facilities and receptacles to dispose of waste oil and oil absorbents to contribute to the project's environmental legacy for San Francisco. [A-DBW-14]
- ArcEcology is disappointed with the overall quality of the Draft EIR. [O-ArcEco2-01]
- The Dolphin Swimming and Boating Club and the South End Rowing Club and others are opposed to use of Aquatic Park for AC34. [O-Dolphin3-15, I-McKennaB-01]
- The Natural Resources Defense Council states that some sections of the Draft EIR and associated plans are adequate, including the Waste Plan which is very thorough and well constructed. [O-NRDC-01]
- A permanent large yacht marina at Rincon Point should not be built. [I-Brown-01, I-Cortis-01, I-Chaio-01]
- A marina should be considered and not outright rejected along the northeastern waterfront [I-CooperA-01, I-Whitaker-02, I-Whitaker-03]
- Regulations and legal oversight should be as strict as possible. [I-Intrator-03]
- We do not need to target America's Cup in an effort to thwart it. [I-Krautner-01]

- Municipal Pier should not be closed for the events, and instead of upgrading Piers 30-32, Municipal Pier should receive the benefit of America's Cup funds. [I-Ferguson2-03]
- Please preserve views, and development of boat slips for large yachts should not be allowed. [I-Wang-01, I-Wang-02]
- Please do not put a jumbotron in Aquatic Park or allow motorized boats in swimming lanes. The area will be clogged with vehicles and boats, causing pollution and danger. Review the EIR with an eye toward zero impacts. [I-McHenry-01]

## Response GEN-4

This group of comments consists of the opinions of commenters on a number of topics, including the quality of the EIR, quality of implementation plans, use of Aquatic Park for the AC34 project, a suggestion to repair Municipal Pier instead of building the team base at Piers 30-32, development of long-term marinas, and imposition of strict regulations and legal oversight.

These comments reflect the commenters' opinions, and the information will be forwarded to the decision-makers. The environmental impacts of the AC34 project, including of proposed uses at Aquatic Park and other venues and potential development of permanent marinas, are analyzed in Chapter 5 of the EIR. No response is required.

## 12.2.6 Non-CEQA Issues [GEN-5]

### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-NPS2-16	O-ACEC-23	O-CCDC-01
A-ABAG-04	O-ACEC-31	O-CCDC-03
A-ABAG-05	O-ACEC-36	O-RDCE1-01
A-ABAG-06	O-ACEC-38	O-RDCE2-01

- An educational plan funded and implemented by the Event Authority will be required as part of any event program permit to insure compliance with NPS special use regulations. [A-NPS2-16]
- The Association of Bay Area Governments (ABAG) requests that the Final EIR include structures in the open water as destinations for non-motorized small boat users to safely view race activities. [A-ABAG-04]
- ABAG requests that the Final EIR include mitigation that requires improvements to the launch sites on Treasure Island that are currently in disrepair. [A-ABAG-05]
- ABAG suggests an education program to help non-motorized boat users enjoy the America's Cup Events. [A-ABAG-06]
- Instead of fill removal at the sites identified by the Port, consider four suggested alternative long-term public benefits in the context of proposed amendments to the BCDC Special Area Plan. [O-ACEC-31]

- Will the Event Authority's investment in Piers 30–32 count toward the venue infrastructure funding under the Host Agreement? Please discuss why investment should be made in these piers instead of historic piers. Explain why it would not be more consistent with BCDC policies to remove Piers 30–32. [O-ACEC-23]
- The Draft EIR says that the ground transportation area could be used for temporary installations, and holding of outdoor public gatherings approximately 100 times a year (Draft EIR, page 3-109). Given that there will be an open space in excess of 3 acres at the end of Piers 27-29 and a new 2.5-acre public plaza, please discuss why an additional 3 acres in the ground transportation area would ever be needed for special events. [O-ACEC-36]
- The Draft EIR fails to discuss how much cruise business the Port will lose during the AC34 events. How many cruise ships will the Port be able to accommodate in comparison to 2011? [O-ACEC-38]
- The Chinatown Community Development Center offers recommendations to protect and create investment opportunities for Chinatown, including strategies to link the waterfront to Chinatown. [O-CCDC-01, O-CCDC-03]
- Round the Diamond Consulting and Educational Services requests a marine science career pathway and field study academy be included as an element of the AC34 project. [O-RDCE1-01, O-RDCE2-01]

## Response GEN-5

This group of comments includes issues and requests for information not related to the adequacy or accuracy of the Draft EIR. These non-CEQA issues generally relate to decisions made at the discretion of the project sponsors as part of their project development process regarding subjects that are of interest to the public but do not affect the CEQA environmental analysis. The information requests will be forwarded to the decision-makers, but a direct response to these requests is not required under CEQA.

The NPS states that an educational plan funded and implemented by the Event Authority will be required to comply with its special use regulations.

The Association of Bay Area Governments makes requests to the AC34 project sponsors for viewing structures, launch site improvements, and an education program to be included in the project description. Although one of the requests is for "mitigation," the subject of the request is not related to a significant impact identified in the EIR but rather is a subject of interest to the commenter.

The America's Cup Environmental Council requests information related either to conditions in the Host Agreement or to decisions by the project sponsor related to the design and development of the AC34 events. The commenter also offers suggested alternative approaches to long-term public benefits in the context of proposed amendments to the BCDC Special Area Plan and questions the need for the use of the proposed ground transportation area for special events. The commenter also requests for information regarding the effects of the AC34 events on the cruise ship business. Both the Port's WLUP and BCDC SAP envision a mixed-use project at Piers 30–32.

The Chinatown Community Development Center offers recommendations to protect and create investment opportunities for Chinatown, including strategies to link the waterfront to Chinatown.

Round the Diamond Consulting and Educational Services requests a marine science career pathway and field study academy be included as an element of the AC34 project.

The EIR provides the environmental analysis of the physical environmental effects of the projects as proposed by the project sponsors. The requests or suggestions presented in these comments do not relate to the AC34 or Cruise Terminal projects and therefore are considered to be beyond the scope of analysis required under CEQA.

With respect to comments related to funding or financial implications of the project, CEQA Guidelines Section 15382 states that a social or economic change by itself shall not be considered a significant effect on the environment; therefore, the EIR is not required to address comments related to the projects' funding or financial implications when those implications would have no environmental effects. No further response is required.

## 12.3 Introduction

### 12.3.1 Overview of Comments on the Introduction

The comments and corresponding responses in this section cover topics in Chapter 2, Introduction, of the EIR. These include topics related to:

- INT-1, Purpose of this EIR
- INT-2, Environmental Review and Relationship of California Environmental Quality Act (CEQA) and National Environmental Policy Act (NEPA) for the AC34 Project
- INT-3, CEQA Requirements and CEQA Process
- INT-4, Scoping and Administrative Draft Comments

### 12.3.2 Purpose of this EIR [INT-1]

#### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-SFPC-Moore-01	O-TIRN2-02	I-Charvat-01
O-ACEC-03	O-STB-01	I-Form Letter-01
O-ACEC-04	O-WW-03	

- The Draft EIR is incomplete and mashes together the cruise terminal project EIR and AC34 incomplete program EIR. [A-SFPC-Moore-01]
- The Draft EIR is flawed in its attempt to combine the short-term America's Cup event with the long-term development of the Cruise Terminal, other new wharfs and office buildings, and the as-yet undetermined future long-term development rights that will be granted to the Event Authority. [O-ACEC-03, I-Form Letter-01]
- The EIR is flawed because the City is planning the project concurrent with CEQA analysis, contrary to the purpose of CEQA. [O-ACEC-04]
- The Draft EIR is inadequate to meet CEQA for numerous reasons. [O-TIRN2-02]
- The Final EIR should equip the public and regulatory agencies to identify the best alternative with the least adverse impacts. [O-STB-01]
- The City decided to combine the AC34 events with construction of a new cruise ship terminal – a different CEQA project. [O-WW-03]
- The impacts of the America's Cup event should be studied and the event should be planned so that it protects the environment. [I-Charvat-01]

#### Response INT-1

The AC34 and Cruise Terminal projects are two related but independent projects with overlapping project locations and project construction activities as well as interrelated operational schedules.

Combining the CEQA environmental documentation of these two projects in one EIR provides a more complete description of the relationship of the two projects and their overlapping environmental impacts and avoids any piecemealing of the impact analysis. To study the effects of the AC34 project alone would provide an incomplete assessment of the proposed venue at Pier 27 because the AC34 activities at this site are predicated on coordinated planning with the proposed construction of the cruise terminal and plaza. The combined EIR also allows for a clearer designation of responsibility for implementing mitigation measures where there are overlapping impacts. At the same time, the combined EIR is organized to distinguish the individual impacts and mitigation measures relevant to each project and to provide distinct analysis of alternatives for the two projects so that the approval processes for the two projects can proceed independently with the certification of the same EIR.

The analysis of environmental impacts of the AC34 project, including the analysis of the future long-term development rights, is not intended to serve as a program EIR for potential future development, which will require further environmental analysis, as discussed in Section 12.6, Impact Overview, Response IO-5, of this EIR. The EIR provides a complete analysis of physical environmental effects of both the AC34 and Cruise Terminal projects, in compliance with all requirements of CEQA Guidelines Article 9, based on preliminary project design, construction, and operational information; preparation of the EIR concurrent with project planning is standard CEQA practice. See also Section 12.4, Response PD-1 for further discussion of the adequacy of the project description.

As described in the EIR, Chapter 2, Section 2.1, pages 2-1 to 2-2, the purpose of this EIR is to fulfill the requirements of CEQA and Chapter 31 of the San Francisco Administrative Code through comprehensive disclosure of the proposed projects, their physical environmental impacts, and possible ways to reduce or avoid potentially significant impacts. Chapter 7, Alternatives, identifies the environmentally superior alternative.

### **12.3.3 Environmental Review and Relationship of CEQA and NEPA for the AC34 Project [INT-2]**

#### **Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-NPS2-02  
A-NPS2-04  
A-NPS2-13

A-NPS2-142  
A-NPS2-143  
A-NPS2-163

A-NPS2-164  
A-MCCDA-04  
O-ACEC-21

- The NPS wants to make sure its concerns about the adequacy of the EIR are resolved in the CEQA process and the City does not revert to the NEPA process to resolve them. Because the CEQA and NEPA processes have been separated, the EIR must analyze the full project and all of its related impacts, including the entire “Area of Potential Effect,” and all impacts must be considered at a site-specific level. [A-NPS2-02]



- The EIR fails to provide adequate baseline information and capacity of each resource to allow for determination of impact significance. Like NEPA, CEQA requires the analysis to provide this information. [A-NPS2-13]
- Impacts on GGNRA and SAFR must be fully analyzed in the CEQA document. Alternatives and mitigation that help lessen impacts on NPS resources should be identified as part of the NEPA/CEQA analysis. [A-NPS2-142, A-NPS2-163]
- The NPS notes that mitigation measures associated with AC34 will themselves require some NEPA analysis. [A-NPS2-164]
- The Draft EIR should explain the City's rationale for not preparing a joint EIR/EIS. The City and County of San Francisco should prepare a separate NEPA analysis for NPS review. [A-NPS2-04, A-NPS2-143, A-MCCDA-04, O-ACEC-21]

## Response INT-2

As described in the EIR, Chapter 2, Section 2.1, Environmental Review, page 2-2, this EIR is intended to comply with the requirements of the California Environmental Quality Act (CEQA) for both the AC34 and Cruise Terminal projects, with the San Francisco Planning Department serving as the lead agency under CEQA. In addition to complying with CEQA, the EIR acknowledges that implementation of the AC34 events would require permits and approvals from federal agencies (see EIR, Chapter 3, Section 3.7.1, Project Approvals, pages 3-115 to 3-117). The Cruise Terminal project is not subject to approvals by federal agencies. It is unknown whether the long-term development rights under the AC34 project will be subject to approvals by federal agencies at this time.

The federal agencies with permit and approval authority over portions of the AC34 facilities and events include the National Park Service (NPS), United States Coast Guard (USCG), United States Army Corps of Engineers, and Presidio Trust. These agencies have determined that the AC34 events are subject to environmental review under the National Environmental Policy Act (NEPA) as certain components of the AC34 events would affect federal resources or would occur within federal agencies' jurisdictions. Thus, two concurrent, separate environmental review processes are being conducted for the AC34 project: the CEQA review process under the purview of the San Francisco Planning Department, and the NEPA review process under the authority of the NPS and USCG, the designated federal co-lead agencies, and in cooperation with the United States Army Corps of Engineers and the Presidio Trust. The federal agencies would use this EIR prepared under the CEQA process as a background document as applicable when conducting their NEPA review.

The NEPA process and analyses will evaluate the potential effects of the 34th America's Cup sailing races on the lands and waters administered by the federal government, with a focus on alleviating or lessening impacts on those federal resources or respective federal responsibilities affected by the AC34 events. This would include, for example, protecting NPS resources and providing a safe landside or water experience for park visitors during the AC34 events. Since no federal actions are required to permit the Cruise Terminal project, the project analyzed pursuant to NEPA excludes the Cruise Terminal; similarly, the NEPA review excludes the long-term development rights under the AC34 project.

Subject to completing the required analysis pursuant to NEPA, the federal agencies have determined that an Environmental Assessment (EA), at a minimum, is required to satisfy NEPA environmental documentation requirements. Preparation of that document is currently under way, and the document is scheduled for release in the spring of 2012. The NEPA document will include a range of alternatives that meet the identified goals of the federal agencies and will evaluate the environmental impacts of each alternative, consistent with NEPA requirements. Mitigations proposed to reduce project impacts on lands under NPS or USCG jurisdiction will be reviewed to ensure that no additional environmental effects would occur as a result of these mitigations. If analysis pursuant to NEPA indicates that actions of federal agencies to permit the project would result in major adverse environmental impacts, a full Environmental Impact Statement (EIS) would be prepared. If NEPA analysis indicates that no major adverse impacts would occur, or that the project includes measures to ensure that impacts would be reduced below significance levels, the anticipated NEPA document would be an EA. Therefore, preparation of a joint EIR/EIS would not be applicable for the AC34 project.

As described further in Response INT-3, below, this EIR is in compliance with all relevant CEQA requirements. The CEQA process is independent of the NEPA process, with no dependence upon the NEPA process for further information or analysis under CEQA, although federal agencies potentially affected by the project are solicited to participate in the CEQA process. As noted in the EIR (Chapter 2, Section 2.2), there are differences in the environmental review and analysis requirements under CEQA and NEPA, and the resultant environmental documents will reflect those differences. For example, the scope of the EIR encompasses the analysis of impacts of the entire AC34 project, while the EA will focus on impacts on federal lands and waters. Other differences between CEQA and NEPA include the approach to baseline definition and the determination of impact significance and the scope of the topics analyzed. For this project, specifically, the San Francisco Planning Department adheres to published CEQA Guidelines and department-issued guidance regarding CEQA review. In contrast, the NPS environmental review of the AC34 events is guided by NEPA regulations and NPS Director's Order 12 (DO-12), which contains the basic information for meeting legal requirements of NEPA. Please also see Response PP-3 in Section 12.5.

However, in either case, the intent of both the CEQA and NEPA environmental review process is to disclose to the public and decision-makers the potential impacts of the proposed projects and to identify ways to avoid or minimize adverse impacts. Further information on the NEPA process for the AC34 project can be found on the following website: <http://www.americascupnepa.org>.

### **12.3.4 CEQA Requirements and CEQA Process [INT-3]**

#### **Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-NPS2-05

A-OPR-01

A-Belvedere-01

O-TIRN2-43

O-WW-66

I-CostalesB-01

I-Hammack-01

I-Rosas-01

- The NPS wants assurance that mitigation measures for impacts on NPS resources will be implemented. [A-NPS2-05]
- The State Clearinghouse submitted the Draft EIR to select state agencies for review and has forwarded the comments for use in preparing the Final EIR. [A-OPR-01]
- The lead agency must consult with responsible agencies in regards to the proper scope of the EIR and the substance of a Draft EIR. [A-Belvedere-01]
- The Turtle Island Restoration Network wants to be kept informed of any public hearings, meetings, workshops, or actions related to the Draft EIR, America's Cup, the construction of the cruise terminal, developments related to shoreside power at Pier 27, and public processes for the numerous plans that are being developed in parallel with the CEQA process. [O-TIRN2-43]
- The EIR cannot be completed in the timeframe required by the Host Agreement, and the Draft EIR illegally short-circuits the process for identifying and developing mitigation measures based on a business deadline extrinsic to CEQA. [O-WW-66]
- No permanent change should be made to the waterfront between Piers 4 and 30 without full and comprehensive public hearings and review. [I-CostalesB-01]
- Comments presented at the public hearing should be taken seriously. [I-Hammack-01]
- The commenter requests an extension of time to review the Draft EIR. [I-Rosas-01]

### Response INT-3

This group of comments relates to general CEQA requirements and the CEQA public review process.

In response to Comment A-NPS2-05: as described in the EIR (Chapter 2, Section 2.3.3, page 2-4), the City and County of San Francisco (CCSF) and Port of San Francisco (Port) must consider the certified Final EIR before making a decision to approve, disapprove, or modify the AC34 project. The formal process for considering the EIR includes the development of CEQA findings, which consist of facts and decisions regarding the project description and objectives, significant impacts, mitigation measures, and alternatives based on information presented in the EIR. An attachment to the CEQA findings, the Mitigation Monitoring and Reporting Program (MMRP), consists of all mitigation measures identified in the EIR and specifies responsible parties for implementing, monitoring, and reporting each measure in accordance CEQA Guidelines Section 15097. Only mitigation measures deemed to be feasible will be adopted. As part of the approval action, the decision-makers could choose to reject certain mitigation measures if they determine and make specific findings that those mitigation measures are not feasible for economic, legal, social, technological, or other reasons. CEQA requires the adoption of findings (including the MMRP) prior to approval of a project for which a certified EIR identifies significant environmental effects. Therefore, adoption of the CEQA findings and project approval also represent a commitment by the project sponsors to include and implement all mitigation measures identified in the EIR as part of the project.

In response to Comments A-OPR-01, A-Belvedere-01, O-TIRN2-43, and I-Hammack-01: the San Francisco Planning Department has conducted all requisite outreach and notification to responsible agencies and interested parties for the CEQA environmental review process for the proposed projects as described in Chapter 2 of the EIR and reiterated in Chapter 9 of this Comments and Responses document. This Comments and Responses document includes written responses to all persons submitting comments on the Draft EIR, including those who spoke at the public hearing, and they will receive the Comments and Responses document for review at least 10 days before the Planning Commission hearing on certification of the EIR.

Comment I-CostalesB-01 requests public hearings and review for permanent change between Piers 4 and 30. As described in Chapter 3, Section 3.4.8 (pages 3-90 to 3-92) and again in Chapter 5, Section 5.1.4 (pages 5.1-11 to 5.1-12), any future development plans and uses along Port properties would be required to undergo separate, project-level environmental review under CEQA, which would include the required public notification, public review, and public hearings.

In response to Comments O-WW-66 and I-Rosas-01: the schedule for completing the EIR is determined by the time needed by the San Francisco Planning Department to fulfill the requirements of CEQA and Chapter 31 of the San Francisco Administrative Code. The schedule for the Host Agreement is considered in determining the CEQA review schedule for the AC34 project, but the ultimate schedule is based strictly on the time necessary to meet CEQA requirements. The Planning Department acknowledges the request to extend the public review period for the Draft EIR but respectfully declines the request.

### 12.3.5 Scoping and Administrative Draft Comments [INT-4]

#### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-NPS2-09	O-Arc Eco1-02	O-GGAS2-02
A-NPS2-12	O-Baykeeper-02	O-SFT-01
A-Tiburon-01	O-GGAS1-02	O-SFTRU-01

- There is no response in the Draft EIR as to how the NPS scoping comments are addressed, and the commenter requests that each scoping comment be addressed in the Final EIR. [A-NPS2-09, A-NPS2-12]
- The Draft EIR does not substantively address the issues raised by the Town of Tiburon in response to the NOP. [A-Tiburon-01]
- The commenter co-signed scoping comments to the EIR with other groups. [O-GGAS2-02]
- Comments submitted on the administrative draft EIR were not incorporated into the Draft EIR. [O-GGAS1-02, O-Arc Eco1-02, O-Baykeeper-02, O-SFT-01, O-SFTRU-01]

## Response INT-4

The EIR, Chapter 2, Section 2.3, describes the CEQA public scoping process that occurred in February and March 2011 in response to the Notice of Preparation (NOP). Numerous public agencies, non-governmental organizations, and interested individuals submitted comments that provided information on the issues and concerns that should be included on the Draft EIR. During preparation of the Draft EIR, the San Francisco Planning Department carefully reviewed and considered each comment received during the scoping process. Table 2-1 in Chapter 2 of the EIR presents a summary of the scoping comments, both oral and written, that were received, and identifies which section of the EIR addresses these comments.

In response to the specific request by the NPS, the San Francisco Planning Department has bracketed and coded each of the NPS written scoping comments and appended those comments to the NPS comment letter on the Draft EIR. This Comments and Responses document addresses this full set of comments from the NPS. See Appendix COM for a copy of the bracketed and coded letter (A-NPS2) and the topic codes where responses to each of the comments can be found.

Subsequent to the scoping process during preparation of the Draft EIR, the San Francisco Planning Department engaged in additional public outreach to solicit input on the EIR. The Planning Department shared administrative draft sections of the EIR with certain members of the public, conducted meetings with them to review their comments, and incorporated many of their suggestions into the Draft EIR as appropriate. Thus, the Draft EIR published in July 2011 reflected not only the comments received during the formal scoping process, but also the more detailed comments received during this subsequent outreach effort. However, it is noted that while not all comments received on the administrative draft sections were incorporated directly into the Draft EIR, many of the concepts and intent of the input were integrated into the Draft EIR as appropriate.

## 12.4 Project Description

### 12.4.1 Overview of Comments on the Project Description

The comments and corresponding responses in this section cover topics in Chapter 2 of the EIR. These include topics related to:

- PD-1, Project Description General or Miscellaneous Comments
- PD-2, Project Objectives
- PD-3, Jurisdiction / Project Approvals
- PD-4, AC34 Race Area
- PD-5, AC34 Project – Visitation
- PD-6, AC34 Project – Venue Characteristics
- PD-7, AC34 Project Implementation Plans
- PD-8, Successive Defense Option
- PD-9, Cruise Terminal Project Characteristics

### 12.4.2 Project Description General or Miscellaneous Comments [PD-1]

#### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-Presidio-02	O-GGAS2-03	O-ACEC-13
A-NPS2-39	O-ACEC-06	O-ACEC-14
A-MCCDA-16	O-ACEC-07	O-ACEC-15
A-CDPR-02	O-ACEC-08	O-ACEC-41
A-Tiburon-07	O-ACEC-10	O-ACEC-42
O-WW-03	O-ACEC-11	O-ACEC-43
O-WW-04	O-ACEC-12	I-Boken-01

- The Draft EIR fails to provide a complete project description. [O-WW-03]
- The Draft EIR fails to provide a complete project description. The Draft EIR must present an “accurate, stable, and finite project description.” [O-WW-04]
- The project description is incomplete; an adequate EIR must include “an accurate, stable and finite project description.” [O-GGAS2-03, A-MCCDA-16]
- The EIR project description has too many individual components that are not related. [O-ACEC-06]
- The opening paragraph of the EIR project description fails to mention the long-term development rights as part of the project. [O-ACEC-07]
- The Draft EIR fails to include in the project background a discussion of the history of the proposed Northeast Wharf Plaza as a planned public open space in the Port’s Waterfront Land Use Plan (WLUP) and BCDC’s Special Area Plan (SAP) since 2000. [O-ACEC-08]

- The Draft EIR fails to include the project background, on pages 3-1 to 3-2, that the Port Commission had approved a cruise terminal design at Piers 27-29 before the Port knew that the Event Authority wanted to use Piers 27-29 for its “Village.” [O-ACEC-10]
- The Draft EIR fails to show how these projects are related. [O-ACEC-11]
- The City combines the America’s Cup race events with a new cruise ship terminal, and with the Northeast Wharf Plaza – another separate CEQA project that has been identified as a planned public open space in the Port’s Waterfront Land Use Plan (WLUP) and BCDC’s Special Area Plan (SAP) for over a decade. In trying to simultaneously achieve these many competing objectives and put them all into a single EIR, the project description fails to meet one of the basic requirements of CEQA and, consequently, proper environmental review cannot be achieved. [O-ACEC-12]
- Please describe and clarify the structure of the America’s Cup Event Authority, LLC, including all members of the limited liability company, its officers, ownership interests, and corporate partners to the entity. [O-ACEC-13]
- Will the America’s Cup Event Authority development rights to the San Francisco waterfront transfer with the “Deed of Gift” of the America’s Cup as a registered trust document in the Supreme Court of the State of New York? [O-ACEC-14]
- If America’s Cup Race Management (ACRM) is in charge of the managing the race and all “shoreside logistics of the event,” then why is ACRM not a project sponsor? Please describe ACRM’s role and responsibilities for the project. [O-ACEC-15]
- The Draft EIR fails to state that Red’s Java House is a historic resource. [O-ACEC-41]
- The first sentence on page 3-23 is incomplete. [O-ACEC-42]
- Project action should include some information about test and practice for the yachts on the Bay. Yachts and spectator boats should be subject to the same restrictions as during race events, as there could be impacts associated with these activities. [A-NPS2-39]
- The actual number of parking spaces south of Mason Street and north of the Doyle Drive construction easement during the America’s Cup 2012 and 2013 events is estimated at 400 to 500 spaces, including 200 to 300 east of Building 640 and 200 spaces west of Building 640. However, many of these spaces are typically occupied by the uses in the surrounding buildings. [A-Presidio-02]
- In Table 3-4, Crissy Field is described as the area between Pearce Street/Mason Street and the Crissy Field Center. Building 983 or the picnic area would be a better landmark for the western end of the Crissy Field area. [A-Presidio-02]
- Explain what kind of watercraft a chase boat is (referred to in Table 3-2 in the Draft EIR). [O-ACEC-43]
- Why are none of the secondary viewing areas considered for programmed amenities, event information, or hospitality attractions sponsored by the Event Authority? [A-CDPR-02]
- Any construction of viewing stands or other improvements to facilitate viewing at Angel Island must be addressed in the EIR. [A-Tiburon-07]
- No references are made to Pier 70 related to America’s Cup activities. [I-Boken-01]



## Response PD-1

Comments O-WW-03, O-WW-04, and O-GGAS2-03 assert the EIR project description is incomplete. However, the EIR project description contains all technical information required by CEQA Guidelines Section 15124, including the location and boundaries of the proposed project (see EIR pages 3-5 to 3-24, 3-94, and 3-97); a statement of project objectives (see EIR pages 3-3 and 3-4); a general description of the project's characteristics (see EIR pages 3-25 to 3-113); and a statement describing the intended uses of the EIR (i.e., a list of agencies expected to use the EIR in their decision-making, a list of permits and other approvals required to implement the project, and a list of related environmental review and consultation requirements required by applicable laws, regulations, and policies) (see EIR pages 3-114 to 3-117). The project description includes all reasonably foreseeable activities associated with the project, including construction, short-term and long-term operational components, and potential long-term development rights (associated with the AC34 venues). The EIR project description is also conservative in nature in that it identifies all possible project components, including optional components and a project variant. Furthermore, the project description is also consistently presented throughout the EIR. See also Response INT-1, which responds to comments regarding the purpose of the EIR.

Comment O-WW-04 also raises issues not specifically related to the EIR project description, including assertions that the EIR fails to present evidence supporting the effectiveness of mitigation measures, and that the EIR defers the development of mitigation measures. These comments are addressed in Section 12.6, Impact Overview, Response IO-4c (Deferral of Mitigation and Relationship to Implementation Plans).

Comments O-ACEC-06, O-ACEC-10, O-ACEC-11,<sup>1</sup> and O-ACEC-12 claim the EIR project description has too many individual components that are not related. The AC34 and Cruise Terminal projects are two related but independent projects with overlapping project locations and project construction activities, as well as interrelated operational schedules. In addition, the Port of San Francisco would be directly involved in both projects, serving as project sponsor for the Cruise Terminal project and implementing many of the venue-specific obligations for the AC34 project on behalf of City and County of San Francisco. The EIR project description clearly describes the relationship between the AC34 and Cruise Terminal projects. As described initially on pages 3-1 to 3-2, and in greater detail on page 3-73 of the EIR project description, the site of one of the proposed primary AC34 venues in 2013—the AC Village at Piers 27-29—is also the site proposed by the Port for the development of the Cruise Terminal project. The improvements supporting the AC34 project would be coordinated with the phased development of the Cruise Terminal project, including activities common to both projects, such as demolition of the existing Pier 27 shed and construction of the proposed cruise terminal core building and shell. The core and shell of the cruise terminal building would serve as the temporary location for AC34 team and corporate hospitality functions for the AC Village during the AC34 2013 event and, following the AC34 event,

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<sup>1</sup> Note the commenter in Comment O-ACEC-11 incorrectly states that Piers 27-31 would be used for the main viewing area and the AC Village; the correct reference to the location of the proposed AC Village, including the main viewing area, is Piers 27-29.

would be completed and used as the proposed cruise terminal. With respect to the proposed cruise terminal and Northeast Wharf Plaza, the Port has conducted an extensive amount of planning to integrate the design and function of these two facilities. All these conditions support a defined relationship among the components of the Cruise Terminal project, as well as between the AC34 and Cruise Terminal projects.

Comment O-ACEC-07 indicates that the opening paragraph of the EIR project description fails to mention the long-term development rights as part of the project. It is not the intent of the single opening paragraph of the EIR project description to identify every component of the proposed projects. Rather, the opening paragraph simply indicates that the EIR is addressing two projects (the AC34 and Cruise Terminal projects), and that the EIR analyzes the individual impacts and, where applicable, the combined impacts, of these two projects. The long-term development rights are a component of the AC34 project. The proposed AC34 long-term development rights are discussed in detail as appropriate in several locations in the EIR, including on page 3-2 in Section 3.1, Background; on page 3-3 in Section 3.2, Project Objectives; on pages 3-90 to 3-93 in Section 3.4, 34th America's Cup (AC34) Project Characteristics; and on page 3-114 in Section 3.7, Intended Uses of the EIR.

Comments O-ACEC-08 and O-ACEC-12 indicate that the EIR fails to include a discussion of the history of the proposed Northeast Wharf Plaza as a planned public open space in the Port's Waterfront Land Use Plan (WLUP) and BCDC's Special Area Plan since 2000. The EIR project description makes an appropriate reference to the Northeast Wharf Plaza being identified as planned public open space in the Port's WLUP and BCDC's Special Area Plan on page 3-94, in the introduction to the James R. Herman Cruise Terminal and Northeast Wharf Plaza project characteristics (Section 3.5). Furthermore, Chapter 4, Plans and Policies, contains a discussion of the relationship of the Port's WLUP and BCDC's Special Area Plan to the Northeast Wharf Plaza, including the history of planning for the plaza. Please also see Response CP-8 in Section 12.10 for additional information on the Northeast Wharf Plaza design.

Comment O-ACEC-10 indicates that the EIR omits that the Port Commission had approved a cruise terminal design at Piers 27-29 before the Port knew that the Event Authority wanted to use Piers 27-29 for the AC Village. The EIR project description acknowledges the history of the prior proposals for the cruise terminal, but appropriately focuses on describing the proposed cruise terminal design that is the subject of environmental review in this EIR. Please note, however, that Section 3.5.1 in the EIR project description (page 3-94) includes a link to the Port's website (<http://www.sfport.com/index.aspx?page=282>) that includes extensive information related to the history of the Cruise Terminal project, including those aspects of planning and development for the prior versions of the cruise terminal that predate the AC34 proposal.

Comment O-ACEC-10 also requests an explanation of the timing of the Port Commission's official action to change its approval of a prior design and to select the currently proposed "preferred design concept" with the Board of Supervisors approval of the Host and Venue Agreement with the America's Cup Event Authority, LLC (Event Authority). The dates of approvals of designs or agreements associated with the proposed projects that are cited in the

EIR project description are for informational purposes. The timing of such approvals has no bearing on the adequacy of the EIR project description, and consequently, no further explanation is required.

Comment O-ACEC-13 requests more detail on the Event Authority, including all members of the limited liability company, its officers, ownership interests, and corporate partners to the entity. CEQA Guidelines Section 15125(b) states that the project description should not supply extensive detail beyond that needed for evaluation and review of the environmental impacts. Consequently, such level of detail requested by the commenter is not required under CEQA, nor relevant to the environmental impact analysis.

Comment O-ACEC-14 inquires if the Event Authority development rights to the San Francisco waterfront transfer with the “Deed of Gift” of the America’s Cup as a registered trust document in the Supreme Court of the State of New York. Any development rights that would occur as part of AC34 have no relation to, and consequently would not transfer as part of, the Deed of Gift of the America’s Cup.<sup>2</sup>

Comment O-ACEC-15 inquires why ACRM is not a project sponsor along with the Event Authority, and requests a description of ACRM’s role and responsibilities in the proposed project. The Event Authority, America’s Cup Organizing Committee, and City and County of San Francisco are the signatories for the AC34 Host Agreement. The Event Authority is the principal entity that would serve to organize and manage aspects of the AC34 project, including AC34-related construction, marketing AC34 to the global public, identifying potential partnerships, and managing the broadcast media production and distribution. The Event Authority is therefore appropriately one of the AC34 project sponsors, along with the City and County of San Francisco, which is hosting the event. Unlike the Event Authority, ACRM is not a signatory to the Host Agreement. While ACRM would work closely with the Event Authority, ACRM’s responsibility would be primarily limited to delivering and managing shoreside facilities; managing in-water logistics and racing associated with the regattas, such as providing neutral and independent management of jury, race, umpire and measurement committees; managing operation of the meteorological and oceanographic data service; securing the United States Coast Guard permit for the race events; and other related tasks. Consequently, ACRM’s roles and responsibilities do not rise to those of a project sponsor.

Comment O-ACEC-41 states that the Draft EIR project description fails to state that Red’s Java House is a historic resource. The project description is not intended to provide an exhaustive environmental setting description for every project site. Red’s Java House is described as a “historic resource for CEQA purposes” in Section 5.5, Cultural and Paleontological Resources, on page 5.5-48.

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<sup>2</sup> Huston, Tom, America’s Cup Event Authority, Letter to Bill Wycko, San Francisco Planning Department, November 29, 2011.

Comment O-ACEC-42 states that the first sentence on page 3-23 is incomplete. In response to this comment, the EIR text on page 3-23, first paragraph, second sentence, is revised as follows (deleted text is shown as ~~striketrough~~ and new text is underlined):

Spectator venues are defined as designated locations other than the site of the proposed AC Village where hospitality services and/or spectator seating accommodations are proposed as part of AC34. ~~Please see~~

This revision does not change the analysis or conclusions presented in the EIR.

Comment A-NPS2-39 indicates that some information should be included about test and practice for the yachts on the Bay, and that yachts and spectator boats should be subject to the same restrictions as during race events, as there could be impacts associated with these activities. Test and practice days during the AC34 events would not generate the same level of viewing interest from the public compared to race days and consequently would not draw substantial numbers of spectator boats within AC34 race area, as would occur on race days. Furthermore, test and practice days would not require the level of restrictions on the Bay that would be needed on race days to carry out the races pursuant to all proposed race protocols and to manage all race day-related water traffic, including race management boats, media boats, project sponsor boats, and spectator boats. Consequently the stringent controls proposed to be implemented for spectator boats within the race area on race days would not be required on test and practice days.

Comment A-Presidio-02 indicates that there are temporarily fewer parking spaces in the Crissy Field vicinity than indicated in the EIR, due to the construction easement used for the Doyle Drive replacement project. In response to this comment, the EIR text on page 3-24, first paragraph, first full sentence, is revised as follows (deleted text is shown as ~~striketrough~~ and new text is underlined):

Crissy Field also includes over 1,000 paved and unpaved parking spaces, although only approximately 400 to 500 of those parking spaces are currently available, as the balance are within the construction easement for the Doyle Drive replacement project (see Section 5.15 for a description of this cumulative project).

This revision does not change the analysis or conclusions presented in the EIR.

Comment A-Presidio-02 indicates that Building 983 or the picnic area would be a better landmark for identifying the western end of the Crissy Field area in Table 3-4. In response to this comment, the EIR text in the fourth row, first column in Table 3-4 (page 3-35), Table 3-5 (page 3-36), Table 3-7 (page 3-39), and Table 3-8 (page 3-40) is revised as follows (deleted text is shown as ~~striketrough~~ and new text is underlined):

Crissy Field (Crissy Field ~~picnic area~~Center to Pearce Street/ Mason Street).

This revision does not change the analysis or conclusions presented in the EIR.

Comment O-ACEC-43 inquires what a chase boat is (referred to in Table 3-2 in the EIR). Chase boats typically refer to smaller powered craft (e.g., a rigid-inflatable boat) that follow and referee an unpowered boat race.

Comment A-CDPR-02 inquires why the secondary viewing areas are not considered for programmed amenities, event information, or hospitality attractions sponsored by the Event Authority. The specific proposed AC34 venues identified and analyzed in the EIR are those that are proposed by the Event Authority, and are those locations anticipated to have the greatest projected AC34 visitation. Secondary viewing areas are identified in the EIR to allow for analysis of potential impacts to areas where spectators are likely to congregate to watch the AC34 races irrespective of the lack of programmed amenities, event information, or hospitality attractions. The provision of programmed amenities or other attractions at additional venues, including secondary venues, would not necessarily serve to reduce or avoid any project environmental impacts. CCSF has affirmative strategies to reduce or avoid environmental impacts, such as recycling and composting locations, added law enforcement, and spectator management measures at some secondary viewing locations.

Comment A-Tiburon-07 states that construction of viewing stands or other improvements to facilitate viewing at Angel Island must be addressed in the EIR. Angel Island is not a proposed AC34 venue, but rather is identified as a potential non-programmed secondary viewing area. Accordingly, no viewing stands or related improvements are proposed by the Event Authority on Angel Island. See also Response to Comment A-CDPR-02, above.

Comment I-Boken-01 states that the EIR does not describe Pier 70 related to America's Cup activities. Pier 70 is a potential fill removal site, as described on page 3-113 of the project description, pursuant to negotiation and decision by BCDP.

### 12.4.3 Project Objectives [PD-2]

#### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

O-ACEC-16	O-ACEC-18	O-ACEC-145
O-ACEC-17	O-ACEC-20	O-ACEC-146

- Two separate sets of project objectives in the Draft EIR reflect competing, yet interdependent, project objectives, severely limiting consideration of alternatives for any one of its components. [O-ACEC-16]
- The Draft EIR fails to adequately explain why the objective "Integrate the design and construction of the Cruise Terminal project with the proposed AC34 race facilities and operations" is a legitimate objective for providing a cruise terminal versus fulfilling a requirement of the City's Host and Venue Agreement, which did not undergo environmental review prior to its execution. [O-ACEC-17]

- Two of the Port's objectives for the Cruise Terminal project compete because the shoreside power facility (located on Pier 27) would have to be removed by the Port prior to and during the entire 2-year AC34 race series and subsequent cruise terminal construction period, resulting in air quality impacts in violation of state regulation. [O-ACEC-18]
- Significant impacts on air quality from temporary removal of shoreside power require the EIR to look at alternatives to removing the power system during the races. Keeping the system in place could require alternative locations for the AC Village. [O-ACEC-18]
- Providing future long-term development rights to the America's Cup Event Authority is a potentially significant environmental impact subject to review under CEQA and is not an appropriate project objective. [O-ACEC-20]
- The AC34 plan for the main spectator seating area at the end of Piers 27-29 appears to have been abandoned because of project wind impacts, and the Draft EIR fails to show how the proposed 160,000-square-foot open area at the end of Piers 27-29 is necessary to meet the project objectives of the AC34 project sponsor. [O-ACEC-145]
- The EIR contains no specific plans for the programming or future use by the Cruise Terminal project of the 160,000-square-foot open area at the end of Piers 27-29, and the 160,000-square-foot open area does not meet the Port's objectives for the cruise terminal or the Northeast Wharf Plaza. [O-ACEC-146]

## Response PD-2

Comment O-ACEC-17 requests an explanation why the objective to "[i]ntegrate the design and construction of the Cruise Terminal project with the proposed AC34 race facilities and operations" is a legitimate objective for providing a cruise terminal versus fulfilling a requirement of the City's Host and Venue Agreement. As explained in the EIR and in further detail in Response PD-1, while there are distinct differences between the proposed Cruise Terminal and AC34 projects, there is also a clear relationship between the projects in several key aspects, including through common site location of some project facilities, specific construction activities common to both projects, and common use of certain proposed facilities. Appropriately, the project objective pointed out by the commenter acknowledges those aspects of the Cruise Terminal project that would be implemented in coordination with the AC34 project.

Comments O-ACEC-16 and O-ACEC-18 claim that two of the Port's objectives for the Cruise Terminal project ("[m]aintain shoreside power in a new, modern cruise terminal facility to promote and expand access and use of San Francisco's electrical grid while ships are in port to avoid cruise ship diesel emissions," and "[i]ntegrate the design and construction of the Cruise Terminal project with the proposed AC34 race facilities and operations") compete because the shoreside power on Pier 27 would have to be removed by the Port prior to and during the entire 2-year AC34 race series and subsequent cruise terminal construction period, resulting in air quality impacts in violation of state regulation. Neither the Cruise Terminal project nor the AC34 project prevent the provision of long-term operation of shoreside power facilities at Pier 27, and in fact, the Cruise Terminal project would provide the modern cruise terminal facility to better accommodate cruise ships and the long-term operation of shoreside power at Pier 27. The EIR acknowledges that a temporary delay in shoreside power at Pier 27 would result during

construction of the cruise terminal, as well as during the period associated with holding the AC34 event. The air quality analysis presented in Section 5.8 discloses the impact as significant and provides feasible mitigation measures. Please also see Section 12.13, which describes project updates related to shoreside power, as well as revised and augmented air quality mitigation measures, which would result in compliance with state air quality regulations pertaining to cruise ships.

Comment O-ACEC-18 asserts that the significant impact on air quality from temporary removal of shoreside power should require the EIR to look at alternatives to removing the power system during the races, and that these alternatives might include other locations for the AC Village. Chapter 7 analyzes a number of feasible alternatives for the AC34 and Cruise Terminal projects and also presents alternatives that were considered but rejected from further analysis. As discussed in Section 7.4.1.1, a Southern Waterfront Alternative was considered by the Port. This alternative included potential locations along the Southern Waterfront to accommodate AC34 uses, including those associated with the AC Village. However, the construction of the required facilities for the Southern Waterfront Alternative would be much more extensive than the construction of required facilities identified for the proposed project, and construction impacts were expected to be substantially more severe than those associated with the proposed project, with both a longer duration and greater magnitude of impacts on water quality, marine biological resources, air quality, traffic, and noise. Consequently, this alternative was rejected from further consideration and analysis because of its inability to avoid or substantially lessen environmental impacts and its potential to result in greater environmental impacts compared to the proposed project. Please also see Section 7.4.1, beginning on page 7-75, for discussion of other potential offsite project alternatives considered but rejected. Please also see Section 12.13, which describes project updates related to shoreside power as well as revised and augmented air quality mitigation measures.

Comment O-ACEC-20 asserts that the AC34 objective to provide future long-term development rights to the America's Cup Event Authority is a potentially significant environmental impact subject to review under CEQA and is not an appropriate project objective. The AC34 project objective in question merely summarizes a stipulation in the Host Agreement that, with the proposed investment by the Event Authority in certain infrastructure upgrades, the City would reimburse the Event Authority's investment through a number of mechanisms, including long-term development rights that would be subject to subsequent environmental review. Many of the proposed facilities and/or actions referred to in the AC34 and Cruise Terminal project objectives, including the long-term development rights, would have potential environmental effects, all of which are appropriately analyzed in the EIR.

Comment O-ACEC-145 incorrectly asserts that the 160,000-square-foot open area at the end of Piers 27-29 fails to meet the project objectives of the AC34 sponsor, and that the AC34 plan to locate the main spectator seating area at the end of Piers 27-29 appears to have been abandoned because of project wind impacts. As shown in Figure 3-29, and discussed on page 3-75 of the EIR project description, bleacher-style seating (with capacity for 1,100 people) is proposed within the 160,000-square-foot area at the end of Piers 27-29 to provide open Bay views of the AC34 2013



races. Open Bay views of the races would also be available from other proposed on-deck public areas located at the end of Piers 27-29. The proposed AC Village venue plan also includes other uses at the end of Piers 27-29 that would require access to the Bay, such as the mobile crane to lift AC72 boats on/off the pier deck (for non-race/race periods). Contrary to the claim by the commenter, the positioning of the proposed bleacher seating within the 160,000-square-foot open area at the end of Piers 27-29 was not “abandoned” because of potential wind effects, but rather in consideration of the best way to accommodate all the proposed AC34 uses in this vicinity. In any case, there are no relevant issues raised by the commenter that show the proposed open area at the end of Piers 27-29 would be in conflict with any of the AC34 project sponsor objectives.

Comment O-ACEC-146 claims that the EIR contains no specific plans for the programming or future use by the Cruise Terminal project of the 160,000-square-foot open area at the end of Piers 27-29. Contrary to this claim, the EIR contains preliminary site plans for the cruise terminal showing that this open area would contain space for provisioning, including an off-loading dock for stores removal and space for staging and security check, and would be accessible by delivery trucks via a vehicular lane extending east from the ground transportation area to and from this location. Figure 3-33 on page 3-97 also shows that a portion of this open area could serve as a temporary overflow truck and bus staging area. It should also be noted that one of the proposed amendments to the BCDP Special Area Plan for the Cruise Terminal project is to provide for later, phased development of a public plaza space at the end of Piers 27-29. In any case, there are no relevant issues raised by the commenter that show the proposed open area at the end of Piers 27-29 would be in conflict with any of the Cruise Terminal project objectives.

## 12.4.4 Jurisdiction / Project Approvals [PD-3]

### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-NPS2-40	A-CSLC1-06	A-SFRA-01
A-NPS2-41	A-MCCDA-17	A-SFRA-02
A-Presidio-03	A-SFPC-Moore-12	A-SFRA-04
A-Belvedere-01	A-SFPC-Olag-03	A-SFRA-05
A-Belvedere-09	A-SFPC-Sug-01	A-SFRA-06

- The area within the boundary for San Francisco Maritime National Historical Park (SAFR) in Figure 3-7 is incorrectly listed as “GGNRA Lands.” That area is San Francisco Maritime National Historical Park (SAFR) land. Also, Hyde Street Pier is owned by the Port and leased to the SAFR. The two rowing clubs are on Park and Recreation Land. [A-NPS2-40]
- In Figure 3-8, the GGRNA boundary includes offshore tide and submerged lands to 300 yards; the boundary is one-quarter mile. [A-NPS2-41]
- The GGNRA Preliminary America’s Cup Management Zone Planning maps in Appendix PD-3 of the Draft EIR show areas within Area B that are zoned “Open Continuity Required.” Area B is not bound by any such management zones. [A-Presidio-03]

- Race areas and any race-related activities overlapping the Belvedere-owned waters would require the Event Authority to obtain a Conditional Use Permit from the City of Belvedere. Chapter 3.3, Site Location, must be amended to include a description of the City of Belvedere jurisdictional boundaries and Figures 1-1 and 3-2 must be amended to illustrate Belvedere's jurisdictional boundaries. The City of Belvedere is therefore also a responsible agency under Government Code Section 15086. [A-Belvedere-01, A-Belvedere-09]
- Regarding Seawall Lot 330, action by the California State Lands Commission (CSLC) would be required prior to the City entering into any agreements affecting the Public Trust on these lands. [A-CSLC1-06]
- Figure 1-1 should be revised to show the Marin-San Francisco County line. [A-MCCDA-17]
- The San Francisco Planning Commission does not decide what the exact outcomes would be. The Commission's role is to support the Planning Department in its effort to deliver an EIR that is responsive to the questions and the concerns of the community. [A-SFPC-Moore-12]
- The San Francisco Planning Commission's role as it relates to the America's Cup is certification of the EIR. Please provide a breakdown of where the decisions are made. [A-SFPC-Olag-03]
- The San Francisco Planning Commission has very little decision-making with respect to the America's Cup; the Port Commission and federal agencies have a lot of the decision-making. The San Francisco Municipal Transportation Agency (SFMTA) and San Francisco Recreation and Park Department (SFRPD) may also have jurisdiction. [A-SFPC-Sug-01]
- Since landside access to the temporary berthing facilities within the Rincon Point Open Water Basin would be provided through the Rincon Point South Beach Redevelopment Project Area, the San Francisco Redevelopment Agency (SFRA) will need to be involved in the environmental review and entitlements for the temporary berthing facilities, as well as any permanent marinas. [A-SFRA-01, A-SFRA-04, A-SFRA-05]
- One of the relocation sites for Teatro Zinzanni is within the Mission Bay South Redevelopment Project Area, within the jurisdiction of the SFRA, and any proposal for Teatro Zinzanni to relocate to this site would be subject to review and approval by the SFRA. [A-SFRA-02, A-SFRA-06]

### Response PD-3

Comment A-NPS2-40 indicates that, in EIR Figure 3-7 on page 3-15, the area within the boundary of the SAFR is incorrectly listed as "GGNRA Lands" and should be listed as SAFR land. In response to this comment, EIR Figure 3-7 on page 3-15 is revised to remove references to GGNRA land within SAFR land. (See Chapter 13 for the revised figure.) This revision does not change the analysis or conclusions presented in the EIR.

Comment A-NPS2-40 indicates that Hyde Street Pier is owned by the Port and leased to the SAFR. This circumstance is acknowledged on page 3-23 of the EIR under the discussion of Aquatic Park. Comment A-NPS2-40 also indicates that two rowing clubs are on San Francisco Park and Recreation Department (SFRPD) land. In response to this comment, the EIR text on

page 3-23, end of the second paragraph, is revised to add a sentence as follows (deleted text is shown as ~~striketrough~~ and new text is underlined):

The Dolphin Club and South End Rowing Club are located on SFRPD and Port land within the SAFR.

This revision does not change the analysis or conclusions presented in the EIR.

Comment A-NPS2-41 indicates that the GGRNA boundary includes offshore tide and submerged lands to 300 yards and that the boundary is one-quarter mile. In response to this comment the EIR text on page 3-5, after the fifth paragraph, is revised to add a sentence as follows (deleted text is shown as ~~striketrough~~ and new text is underlined):

In addition to the GGNRA lands shown in Figures 3-7 through 3-10, the GGNRA maintains legislative jurisdiction offshore of GGNRA lands as well.

These revisions do not change the analysis or conclusions presented in the EIR.

Comment A-Presidio-03 indicates that the GGNRA Preliminary America's Cup Management Zone Planning maps in Appendix PD-3 of the EIR show areas within Area B that are zoned "Open Continuity Required." The Presidio Trust indicates that Area B is not bound by any such management zones. The Presidio Trust's comment on the GGNRA planning maps is noted.

Comment A-Belvedere-09 requests that the EIR illustrate the City of Belvedere's jurisdictional boundaries. Comment A-MCCDA-17 requests that the EIR illustrate the Marin-San Francisco County line. In response to these comments, **Figure 12.4-1**, below, illustrates applicable County and City jurisdictions in the AC34 project vicinity.

Comments A-Belvedere-01 and A-Belvedere-09 indicate that race areas and any race-related activities overlapping the Belvedere-owned waters would require the Event Authority to obtain a Conditional Use Permit from the City of Belvedere and that Belvedere is a responsible agency. The comment is noted. Please note, however, that a number of refinements have been made to the proposed AC34 race area on the basis of on-going discussions between the project sponsors and the United States Coast Guard, experience gained in AC34 practice runs conducted this year in the Central Bay, and other considerations. As illustrated in Figure 12.4-1, the refined AC34 maximum race area proposed under the AC34 Project Variant would be completely outside the City of Belvedere city limit. Please also see Response PD-4 and Chapter 11 regarding all AC34 race area refinements proposed as part of the AC34 Project Variant.

Comment A-CSLC1-06 indicates that action by the CSLC would be required prior to the City entering into any agreements affecting the Public Trust on Seawall Lot 330. The comment is acknowledged. Section 3.7.1 of the EIR contains a summary of required project approvals, including those that would be required from the CSLC. In addition, Chapter 11 contains an updated list of applicable project approvals.



- |                             |                       |                                  |
|-----------------------------|-----------------------|----------------------------------|
| --- County of San Francisco | --- City of Sausalito | --- Maximum Race Area Refinement |
| --- County of Alameda       | --- City of Belvedere |                                  |
| --- County of Marin         | --- Town of Tiburon   |                                  |

SOURCE: Google Maps; AECOM, ESA

Case No. 2010.0493E: AC34 / Cruise Terminal and Northeast Wharf Plaza (210317)

**Figure 12.4-1**  
City and County Jurisdictions in Project Vicinity

On October 6, 2011, Governor Brown signed Assembly Bill 418 (Ammiano) (Stats. 2011, ch. 477), which lifts the Public Trust from Seawall Lot 330 and authorizes the Port to sell Seawall Lot 330 to the Event Authority on conditions that include (1) the CSLC's approval of a trust exchange agreement under which lands of equal or greater area than Seawall Lot 330 are impressed with the Public Trust; (2) the right of the CSLC to require the parcel to be reappraised if the sale does not occur by September 30, 2012; and (3) the right of the Port to rescind the sale if the Match is not held in San Francisco by December 31, 2013, unless the CSLC approves a later date.

Comment A-SFPC-Moore-12 indicates that the San Francisco Planning Commission does not decide what the exact outcomes of the planning process would be, and that the Commission's role is to support the Planning Department in delivering an EIR that is responsive to the questions and the concerns of the community. Comment A-SFPC-Olag-03 indicates that the San Francisco Planning Commission's role as it relates to the America's Cup is certification of the EIR. Comment A-SFPC-Sug-01 indicates that the San Francisco Planning Commission has very little decision-making responsibility with respect to the America's Cup, while the Port Commission and federal agencies have a lot of the decision-making responsibility and SFMTA and SFRPD may also have jurisdiction. Comment A-SFPC-Olag-03 requests a breakdown of where the decisions are made. These comments are acknowledged. Page 3-115 in Section 3.7.1 of the EIR contains a summary of required project approvals, including those that would be required from the San Francisco Planning Commission. Please see also Chapter 11 for an updated list of applicable project approvals.

Comments A-SFRA-01, A-SFRA-04, and A-SFRA-05 indicate that land adjacent to the temporary AC34 berthing facilities and potential long-term marina proposed in the Rincon Point Open Water Basin is within the Rincon Point South Beach Redevelopment Project Area. The comments are acknowledged. In response to the comments, the EIR text on page 3-20, first paragraph, is revised to add the following text after the first sentence (deleted text is shown as ~~striethrough~~ and new text is underlined):

The land fronting the Rincon Point Open Water Basin is located within the Rincon Point South Beach Redevelopment Project Area, under the jurisdiction of the San Francisco Redevelopment Agency (SFRA).

This revision does not change the analysis or conclusions presented in the EIR.

Comments A-SFRA-01 and A-SFRA-04 also indicate that the San Francisco Redevelopment Agency would need to be involved in the review and approval of any potential temporary landside activities (e.g., access/staging) that may occur within the Rincon Point South Beach Redevelopment Project Area related to the proposed temporary berthing facilities in the Rincon Point Open Water Basin. Comments A-SFRA-01 and A-SFRA-05 further note that the San Francisco Redevelopment Agency would need to be involved in the review and approval of any potential landside activities or facilities within the Rincon Point South Beach Redevelopment Project Area that may be associated with a permanent marina within the Rincon Point Open Water Basin. The comments are acknowledged. Please see Chapter 11 of the EIR for an updated



list of all required approvals for the AC34 project, including those approvals that may be required from the San Francisco Redevelopment Agency for potential AC34-related temporary or permanent activities or facilities within the Rincon Point South Beach Redevelopment Area.

Comments A-SFRA-02 and A-SFRA-06 indicate that one of the relocation sites for Teatro Zinzanni is within the Mission Bay South Redevelopment Project Area, within the jurisdiction of the San Francisco Redevelopment Agency. The comments are acknowledged. In response to the comments, the EIR text on page 3-86, end of the first full paragraph, is revised to add the following text (deleted text is shown as ~~striktethrough~~ and new text is underlined):

The site is located within the Mission Bay South Redevelopment Project Area, under the jurisdiction of the SFRA.

This revision does not change the analysis or conclusions presented in the EIR.

Comments A-SFRA-02 and A-SFRA-06 also indicate that any proposal for Teatro Zinzanni to relocate to the Mission Bay South Redevelopment Project Area site would be subject to review and approval by the San Francisco Redevelopment Agency. In response to the comments, the EIR text on page 3-86, third full paragraph, first sentence, is revised as follows (deleted text is shown as ~~striktethrough~~ and new text is underlined):

Teatro Zinzanni would be required to develop a design and construction proposal that would be subject to Port City review (and SFRA review, in the case of the Mission Bay site) for compliance with applicable zoning and design review requirements.

This revision does not change the analysis or conclusions presented in the EIR.

## 12.4.5 AC34 Race Area [PD-4]

### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-Belvedere-09	A-PortOak-01	A-Sausalito-13
A-MCCDA-16	A-RBRA-07	O-MAS-02
A-MCCDA-19		

- The City of Belvedere notes that the Public Safety Plan race area differs from the Draft EIR proposed race areas. [A-Belvedere-09]
- The commenter understands that there has been a change in the boundary for the race itself and the boundary is now smaller. The revised EIR should show and describe the revised boundary. [O-MAS-02]
- Although the proposed raceway has changed between the publishing of the Notice of Preparation and the Draft EIR, another raceway has suddenly emerged that shows a different raceway course from what was included in the Draft EIR. In order to accurately gauge the

impacts of this project in Marin County, the commenter must know if the raceway map included in the Draft EIR is the correct raceway or if it is going to change again. To allow for a better understanding of the project, it is essential to clarify the final raceway maps within the project description, so as to allow for a thorough examination and evaluation of the impacts of this project on Marin County [A-MCCDA-16, A-MCCDA-19]

- The planned race area is located directly within the traffic lane used by vessels that call at the Port of Oakland. [A-PortOak-01]
- The commenter is aware of plans in progress to tighten up the race course area to a long rectangle oriented much closer to San Francisco city side of the Bay than shown in Figure 1-1. [A-RBRA-07]
- For the purposes of planning, the Final EIR should include a copy of the final race area. [A-Sausalito-13]

## Response PD-4

The Draft EIR presented a preliminary proposed race area located in the Central Bay of San Francisco Bay, within which all AC34 sailing races would occur (illustrated in Figure 1-1 on page 1-3 and Figure 3-2 on page 308). This race area represented the maximum area within which the actual AC34 race courses would be developed and the AC34 races would be conducted. On the basis of further discussions between the project sponsors and the United States Coast Guard regarding shipping lane traffic, experience gained in practice runs conducted this year in the Central Bay with the preliminary racing yachts (i.e., the 45-foot-long racing yachts known as the AC45s), and other considerations, a primary race area in the southern portion of the maximum race area along San Francisco's northern shoreline has been defined (see Figure 11-1 in Chapter 11, under the AC34 Project Variant) within which AC34 races would likely occur. This includes an area roughly bounded by the San Francisco waterfront on the south (to Piers 27-29 as the east limit), an area just north of Alcatraz to the north, and a point just beyond the Golden Gate Bridge to the west. Please see Chapter 11 for additional detail on this and other AC34 race area refinements as part of the AC34 Project Variant, and a discussion of changes to potential impacts resulting from these race area refinements.

## 12.4.6 AC34 Project – Visitation [PD-5]

### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-CDPR-01  
A-CDPR-03  
A-CDPR-04

O-ACEC-22  
O-ACEC-190  
O-GGAS1-01

O-PSCF-1  
O-CFDG-01

- How is San Francisco Bay's enclosed venue comparable to Valencia Auckland's? Was peak visitation during Fleet Week considered in the estimation of spectator visitation? The



number of visitors on peak race weekend days at Angel Island should be far higher than 1,000. [A-CDPR-01, A-CDPR-03, A-CDPR-04]

- The Draft EIR states that the “[r]anges of peak day attendance were estimated based in part on visitor attendance data that were available for previous America’s Cup events held in Valencia, Spain and Auckland, New Zealand” (Draft EIR, page 3-37). However, the Draft EIR (page 3-26) also states that “whereas past America’s Cup races have been held in open ocean waters and away from populated areas, San Francisco Bay provides a natural amphitheater that would enable land-based viewing by spectators of AC34 from the surrounding shores around the Bay. This is a substantial difference from previous events because equal access opportunities to engage with the races would be provided to the general public.” Were the races in Valencia, Spain and Auckland, New Zealand, upon which the estimates were based, held in open ocean waters or in populated areas where spectators could watch from the shore? How were these differences taken into consideration by AECOM in its visitation estimates for AC34? [O-ACEC-22]
- Please provide visitor numbers defining July 4th, Fleet Week, and other Bay-centered events to estimate impacts. [O-ACEC-190]
- Please provide, and include in crowd analyses, statistics regarding the number of visitors to Coit Tower and the special restrictions that had to be implemented to manage traffic. Please provide crowd analysis numbers, including locations where crowds gathered and quantities per each neighborhood location, during the arrival and departure of the Queen Mary, which occurred during a televised Super Bowl event. [O-ACEC-190]
- Please provide an analysis of other available visitation numbers for well-advertised nearby neighborhoods from the visitors and conventions bureau, City Tours, the police department, and other relevant businesses and agencies. [O-ACEC-190]
- Please provide an analysis of cumulative impacts on neighborhoods when America’s Cup visitors are added to the base of known summer tourists and vehicles in these areas. [O-ACEC-190]
- The Draft EIR contains an inadequate description of the number of people that might go to the different sites. [O-GGAS1-01]
- As many as 6.8 million visitors would turn out at sites around the Bay to view the races and participate in the AC34 events in 2012 and 2013, including 80,000 or more on some race days. These numbers could easily underestimate the actual crowds. [O-PCSF-01]
- The Draft EIR anticipates that approximately 77,000 people per day would view the race from Crissy Field. The commenter believes that the number would be much higher, and that the events team should prepare for a much larger crowd and implement crowd control measures [O-CFDG-01]

## Response PD-5

In Comment O-ACEC-22, the commenter includes an excerpt from a sentence in the EIR citing one of the sources used to develop peak day attendance (visitor attendance data for previous America’s Cup events) and inquires whether any differences were taken into consideration by AECOM in light of the previous America’s Cup events having been held in open ocean waters and away from populated areas. First, as explained in the EIR in Appendix PD-1, visitation data from previous

America's Cup events were only one of several sources used to develop peaking patterns; other relevant sources that were also used and discussed included Bay Area residents and tourist market patterns, San Francisco waterfront special events such as Fleet Week and the 4th of July, and the key venue and operational characteristics of the proposed AC34 events themselves. All of these sources were considered and factored into developing peak day attendance numbers for use in the EIR analysis. Second, the development of peaking numbers was only one of several steps used in the visitation analyses to accurately project visitation. As explained in the EIR in Appendix PD-1, the visitation analysis first used a penetration rate analysis to estimate total attendance; penetration rate analysis is the accepted industry standard for estimating attendance at large temporary events such as the America's Cup. Finally, as a conservative approach, the EIR used the average peak weekday and weekend visitation (which includes AC34 race days of high spectator interest, such as opening/final race days) and, moreover, analyzed the peak hour of the peak weekday and weekend in order to assess worst-case project impacts. By all measures, the AC34 visitation estimates have been developed using appropriate methodologies and sources of data and are considered highly conservative; consequently, the associated potential environmental effects associated with these visitation estimates are conservatively stated in the EIR.

Comment O-ACEC-190 and those from CDPR request visitor numbers defining July 4th, Fleet Week, and other Bay-centered events to estimate impacts. As indicated above, the visitation analysis used visitation related to local events such as Fleet Week and 4th of July as appropriate; Figure 5 in Appendix PD-1 of the EIR summarizes estimates of attendance data for key festivals and events in San Francisco.

Comment O-ACEC-190 requests crowd numbers during the arrival and departure of the Queen Mary. Crowd statistics for that event are not available. Nevertheless, crowd attendance at 26 key local San Francisco events (see Figure 5 in Appendix PD-1) was considered in the visitation analysis for the proposed AC34 project.

Comment O-ACEC-190 requests statistics regarding the number of visitors to Coit Tower and the special restrictions that had to be implemented to manage traffic. Impact TR-15 in the EIR acknowledges that secondary viewing areas, including Coit Tower, would be expected to experience increases in traffic associated with AC34, particularly on weekend race days. Mitigation Measure M-TR-1 in the EIR, which includes various measures to encourage transit use and limit the use of private autos for access to the spectator venues, would reduce these temporary impacts, although not to less-than-significant levels. Note the People Plan would have provisions for providing law enforcement and parking control officers to Coit Tower during the AC34 events for spectator management and parking control, as needed.

Comment O-ACEC-190 requests an analysis of other available visitation numbers to well-advertised nearby neighborhoods from San Francisco Travel (the visitors and conventions bureau), City Tours, the police department, and other relevant businesses and agencies. As discussed at the beginning of this response, the EIR provides a detailed and complete analysis of projected AC34 visitation and associated impacts. The sources cited by the commenter would not

provide any new meaningful data for purposes of projecting AC34 visitation or analyzing associated visitation-related impacts.

Please also see Chapter 12.11, Transportation and Circulation, for a response to Comment O-ACEC-190 as it relates to project traffic impacts on local neighborhoods.

Comment O-GGAS1-01 makes a general comment that the EIR contains an inadequate description of the number of people that might go to the different sites. However, as discussed in detail in Chapter 3, Project Description, of the EIR, the visitation analysis estimates visitation on peak and average days, including the peak hour, over the course of the AC34 2012 and 2013 events at all proposed AC34 venues, as well as at potential secondary viewing areas. Consequently, the visitation analysis provided a level of detail for all locations that was adequate for analyzing associated environmental effects.

Comments O-PCSF-01 and O-CFDG-01 claim the projected AC34 visitation numbers, including for Crissy Field, are underestimated. Similarly, Comment A-CDPR-04 states that visitation to Angel Island is underestimated. The commenters provide no specific bases for their claims. Please see Appendix PD-1 of the EIR for detail on the methodologies and data used in the visitation analysis. As discussed above, AC34 visitation estimates used in the EIR are considered highly conservative.

## 12.4.7 AC34 Project – Venue Characteristics [PD-6]

### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-NPS2-179	A-CDPR-02	O-ACEC-103
A-NPS2-42	O-ACEC-26	O-ACEC-104
A-CSLC1-10	O-ACEC-121	O-ACEC-193
A-NPS2-193	O-Dolphin3-13	O-ACEC-194
A-CSLC1-05	O-ACEC-114	O-GGNPC-10
A-CSLC1-11	O-MAS-03	I-Ferguson2-04
A-NPS2-15	O-ACEC-27	

- Torpedo Wharf is unsafe for a high number of people due to load limitations. This area needs to be excluded from any facilities or events and should be monitored or fenced to ensure the public does not attempt to watch races or events from this location. [A-NPS2-179]
- The Draft EIR fails to describe the education program proposed at the AC34 Crissy Field venue, including by whom and when it would be developed, who would pay for it, and how it would prevent damage to the sensitive habitat. [O-ACEC-26]
- Why aren't secondary viewing areas being considered for programmed amenities. [A-CDPR-02]
- Where specifically are anchoring systems proposed at Fort Mason? Waters at Fort Mason are not within the Fort Mason Center Lease or Cooperative Agreement and any anchoring

system would require a special use permit from the NPS. Water and apron uses may require a BCDC consistency determination. [A-NPS2-42]

- The sponsor proposes limiting use of Pier 2 and Pier 3 at Fort Mason for recreational fishing purposes and closing the municipal pier at Aquatic Park during racing events. The EIR should describe how long these piers would be closed to the public. [A-CSLC1-10]
- The Draft EIR is silent as to how long the proposed AC34 installations at Fort Mason would remain in place, what would require their removal, who would be responsible for their removal, and whether they would be left in place for 2 years to accommodate the AC34 2012 and 2013 events. [O-ACEC-121]
- It is unknown what the nature, permanence, and level of intrusiveness of proposed anchoring systems would be at Aquatic Park. [O-Dolphin3-13, O-ACEC-114]
- Would the temporary anchoring facilities at Aquatic Park be removed between events? [O-Dolphin2-13, O-ACEC-114]
- What are the planned number and size of exhibition boats at Aquatic Park? [O-Dolphin3-13]
- Aspects of uses in Figure 3-23 in the Draft EIR are not to scale. [O-Dolphin3-13]
- Muni Pier is in poor structural condition with a current load restriction of 50 pounds per square foot, and is closed during major special events. Should the CCSF or Event Authority want the pier open to the public or otherwise available for AC34 activities, physical improvements would be required to increase load capacity and correct other safety concerns. [A-NPS2-193]
- A more complete description of proposed AC34 activities at Alcatraz is needed. All the bird breeding and roosting areas on the island must be afforded the highest level of protection. [O-MAS-03]
- The sponsor proposes that Pier 19 would serve as AC34 ancillary office and storage space and Pier 23 would serve as the media operations center, broadcast center, television production studio, and/or commercial/retail center. Generally these uses are not uses consistent with the Public Trust as such uses do not serve regional or statewide general public and are not water-dependent or water-related. Please describe the need for and duration of these facilities. [A-CSLC1-05]
- The Draft EIR contains no specific plans for the proposed permanent improvements to be made at Pier 23 to support the AC34 event. The Draft EIR also contains no specifications for the proposed installation of temporary docks and gangways and their connections to the pier aprons (Draft EIR, page 3-70). Absent specific plans, potentially significant impacts on this historic resource cannot be properly evaluated in this EIR. [O-ACEC-27]
- Numerous temporary and permanent improvements are proposed to be made to historic resources at Piers 26 and 28, Piers 19 and 19½, and Pier 23 to accommodate the AC34 events, including team base operations; dedicated parking; hospitality services (food, beverages, merchandizing, etc.); storage and/or ancillary uses; media operations/broadcasting equipment; and the installation of berthing facilities for AC34 races, support boats, and private spectator boats. However, the Draft EIR contains no detailed project-specific information on any of these AC34-related temporary or permanent improvements to historic resources within the Embarcadero National Register Historic District. [O-ACEC-103, O-ACEC-104]

- The Draft EIR states that certain spectator venue view areas would be limited to private guests. Would these areas be sold as ticketed pay-per-view areas? Please provide a map identifying these private view areas. [A-CSLC1 -11]
- How many Crissy Field and Marina Green spectator seats would be free, how many paid seating open to the public for reservation, and how many reserved for AC34 event activities for 2012 and 2013? [O-ACEC-193]
- Please detail what volunteer support services would include. If volunteers would be dealing with any element of crowd control and transportation and traffic, provide clear and precise details as to how they would be screened, trained, and certified to prevent and manage unnecessary confrontations and accidents. [O-ACEC-194]
- It is inaccurate to state that “both projects are primarily located along the northeastern waterfront” alone in describing this project. [A-NPS2-15]
- The EIR project description should explain exactly what level of restoration would take place between 2012 and 2013 events, as well as the duration of restoration activities, at Crissy Field and other venues. [O-GGNPC-10]
- What corporate events would be held at Aquatic Park? Please be consistent throughout the EIR in describing the park. [I-Ferguson2-04]

## Response PD-6

Comment A-NPS2-179 indicates that Torpedo Wharf is unsafe for large numbers of people due to load restrictions and that this area needs to be excluded from any facilities or events. The comment states that the pier should be monitored or fenced for public safety and to ensure the public does not attempt to watch races or events from this location. Torpedo Wharf is not proposed to be used as part of the proposed AC34 Crissy Field venue, but access closure or restrictions for public safety may be required at the direction of the National Park Service (NPS) as part of its permitting process.

Comment O-ACEC-26 requests a description of the education program proposed at the AC34 Crissy Field venue. As described in the EIR, the education program for Crissy Field would offer partnership opportunities with the NPS to increase understanding of the history, setting, and environment of Crissy Field and the GGNRA, as well as the sport of sailing. The mechanisms for preventing potential AC34 damage to Crissy Field would not be via the proposed Crissy Field education program, but rather through the applicable mitigation measures identified in the EIR as implemented through the Parks Event Operations Plan and any requirements imposed through the Special Use Permit issued by NPS.

Comment A-NPS2-42 inquires where anchoring systems are proposed at Fort Mason as part of AC34. The temporary anchoring systems that were potentially proposed at Fort Mason have been removed from the project; please see Chapter 11 for a description of the project venue refinements. Comment A-NPS2-42 also indicates that water and apron uses may require a BCDC consistency determination. The comment is acknowledged.

Comment A-CSLC1-10 indicates that the sponsor proposes limiting use of Pier 2 and Pier 3 for recreational fishing purposes and closing the municipal pier at Aquatic Park during racing events, and requests a description of how long these piers would be closed to the public. The specific times that pier access would be limited to the public are not yet finalized, and are subject to coordination and agreement among the Event Authority and NPS and SAFR staff, with the intent that such facilities would be accessible to the public to the extent the AC34 schedule allows.

Comment O-ACEC-121 claims that the EIR is silent as to how long the proposed AC34 installations at Fort Mason would remain in place, what would require their removal, who would be responsible for their removal, and whether they would be left in place for 2 years to accommodate the AC34 2012 and 2013 events. As indicated on pages 3-38 and 3-61 of the EIR, most proposed temporary installations would be removed following the AC34 2012 event, reinstalled prior to the AC34 2013 event, and then removed following the AC34 2013 event. At the Fort Mason venue, an exception would be the proposed media barge that would be docked at Pier 2 and would remain in place between the AC34 2012 and AC34 2013 events. As shown in Table 3-11 in the EIR, temporary installations would require approximately 2 to 3 weeks for setup and 1 to 2 weeks for removal. The Event Authority would be responsible for installation and removal of temporary facilities at the venues.

Comments O-Dolphin3-13 and O-ACEC-114 indicate that it is unknown what the nature, permanence, and level of intrusiveness of proposed anchoring systems would be at Aquatic Park, and that the EIR fails to assess the negative impact on the longstanding uses of Aquatic Park. The project sponsor proposes to use helical screw soil anchors, not concrete block gravity anchors, for the temporary mooring of the video barge and exhibition boats in Aquatic Park. Page 3-83 of the EIR provides a description of soil anchors and the installation process. As outlined in the EIR, soil anchors are installed (and removed) with an underwater hydraulic torque motor. Following the installation of the anchor, the mooring tackle is then connected directly to the top of the anchor shaft.

Comments O-Dolphin3-13 and O-ACEC-114 inquire if the temporary anchoring facilities at Aquatic Park would be removed between events. Proposed anchoring systems at the Aquatic Park venue would be installed prior to the AC34 2012 event, would remain in place between the AC34 2012 and AC34 2013 events, and would be permanently removed following the AC34 2013 event. This approach would limit construction activities associated the anchoring systems at Aquatic Park to one installation and one removal.

Comment O-Dolphin3-13 also inquires what the planned number and size of exhibition boats would be at Aquatic Park. At this time, the specific number and length of boats that would be exhibited at Aquatic Park are not known (other than the proposed 140-foot-long video barge, as indicated in the EIR), and are subject to coordination and agreement among the Event Authority and NPS/SAFR staff. See also Chapter 11, and Response RE-2 in Chapter 12 for a clarification of proposed open area that would be maintained for public swimming and other existing water uses of the Aquatic Park lagoon (off the shoreline and along the arc of Municipal Pier) during the AC34 events. This proposed clarification and revision were developed as a result of ongoing

discussions with Aquatic Park users, including users from the Dolphin Club and South End Rowing Club, and San Francisco Maritime National Historical Park staff.

Comment O-Dolphin3-13 indicates that aspects of uses in Figure 3-23, on page 3-59, are not to scale. The only proposed feature presented in Figure 3-23 for which a dimension is indicated in the EIR text is for the proposed video barge, at 140 feet in length; upon review, the scale for this feature as shown in Figure 3-23 is slightly off. Please note that the site plans presented in the EIR are preliminary; they are not design-level drawings. Nevertheless, please see Chapter 11 in the EIR for a revised Aquatic Park venue plan that corrects the scale of the proposed video barge.

Comment A-NPS2-193 states that if the CCSF or Event Authority wants Municipal Pier to be open to the public or otherwise available for AC34 activities, physical improvements would be required to increase load capacity and correct other safety concerns. The project sponsor does not propose to use Municipal Pier for event activities, and further, as stated on pages 3-57 and 3-76 of the EIR, Municipal Pier, which has load limit restrictions, would be closed on race days during the periods that AC34 races occur to protect the public; consequently, no physical improvements to the pier are required as part of the AC34 project.

Comment O-MAS-03 indicates that a more complete description of proposed AC34 activities at Alcatraz is needed. Comment O-MAS-3 further notes that all the bird breeding and roosting areas on the island must be afforded the highest level of protection. As discussed in the EIR, all proposed AC34 corporate and private functions would be contained indoors within the main cell house building. Any temporary communication broadcast equipment on the island would be minimal (e.g., satellite dishes) and installed at a location agreed upon with the NPS. The biological habitat of Alcatraz is well-acknowledged in the EIR (Chapter 5.14, Section 5.14.1.2, and page 5.14-3). The EIR developed two separate mitigation measures for Alcatraz, one establishing an offshore buffer area to reduce the impacts from the water and air and one addressing events occurring on the island. These are Mitigation Measure M-BI-4b (Offshore Buffers for Breeding Birds and Snowy Plover) (EIR Chapter 5.14, Section 5.14.3.3, page 5.14-39) and Mitigation Measure M-BI-4e (Protection for Colonial Breeding Birds on Alcatraz) (EIR Chapter 5.14, Section 5.14.1.2, page 5.14-40). Taken together, these measures would limit use on the island, buffer it from aircraft and boat noise, and require special opaque fencing above the nesting cliffs to keep special event guests from coming too close to the birds. These measures would reduce the impacts to less-than-significant levels.

Comment A-CSLC1-05 indicates that the proposed use of Pier 19 as AC34 ancillary office and storage space, and use of Pier 23 as the media operations center, broadcast center, television production studio, and/or commercial/retail center, would not generally be considered uses consistent with the Public Trust, as such uses do not serve regional or statewide general public and are not water-dependent or water-related. Comment A-CSLC1-05 requests a description of the need for and duration of these facilities. All the uses indicated by the commenter at Piers 19 and 23 would be temporary and for the purpose of directly supporting the AC34 event, and as such are uses that would be ancillary to a trust use. In the case of the commercial/retail center at Pier 23, it would potentially accommodate one or more AC34 project sponsor uses. The proposed office space



at Pier 19 would be for AC34 administrative purposes, and the proposed storage space would be for various AC34-related equipment, supplies, and branding/signage. At Pier 23, the proposed media-related uses would serve as the primary working base for AC34 media operations, and the pier interior would be set up with temporary office facilities. Temporary interior improvements at Pier 19 would be installed in Summer 2012, and temporary interior improvements for Pier 23 and any additional temporary improvements for Pier 19 would be installed in Spring 2013. All temporary improvements in Piers 19 and 23 would be removed in Fall 2013.

Comments O-ACEC-27, O-ACEC-103, and O-ACEC-104 assert that the EIR contains no detailed project-specific information on any of these AC34-related temporary or permanent improvements to historic resources at Piers 26 and 28, Piers 19 and 19½, and Pier 23 to accommodate the AC34 events. The EIR project description, pages 3-79 through 3-84, provides detail on construction methods and techniques to be used at the piers, including for permanent apron repairs and temporary floating docks and gangways. Please see also Chapter 11 for AC34 project refinements, including specific temporary and/or permanent improvements that were originally proposed but have since been removed from the AC34 project at Piers 26 and 28 (no floating docks or gangways; no apron or fender repairs); Pier 19 (no apron or fender repair proposed on Pier 19 North or at Pier 19½); and Pier 23 (no floating docks proposed on Pier 23 South; no barge platform on piles at the end of Pier 23). Additional permanent improvements to these piers may include fire, safety, and access improvements, such as interior non-structural fire rated assemblies or enclosures, fire alarms and sprinklers as well as additional means of egress when required to meet code requirements. With respect to proposed temporary interior improvements at Piers 26, 28, 19, 19½, and 23, all such improvements would consist of self-contained facilities installed prior to the AC34 event in 2012 and 2013 and removed following the events. Interior improvements would include new light-weight metal stud/drywall partitions for office, press area, and some conference or meeting areas with chain link fence or unfinished light-weight metal stud/drywall demising partitions for work areas, all of which would be easily removed following the temporary use. Work areas would generally be open with shipping containers for storage or as prefabricated workshops. Modular temporary office facilities like temporary construction office trailers or temporary school classrooms that are brought in on trailers may be used and are also easily removed after the temporary use. See also Response CP-4 in Section 12.10 of the EIR.

Comment A-CSLC1-11 inquires if the AC34 spectator venue proposed for private guests would be sold as ticketed pay-per-view areas, and requests a map identifying these private view areas. Similarly, Comment O-ACEC-193 inquires how many Crissy Field and Marina Green spectator seats would be free, how many would be paid seating open to the public for reservation, and how many would be reserved for AC34 event activities for 2012 and 2013. As discussed in the EIR project description, the Alcatraz and Fort Baker at Cavallo Point venues would be used exclusively for hosting corporate and private functions, and the majority of other AC34 spectator venues would be open to the general public. Public bleacher event seating for viewing the AC34 races at Crissy Field, Marina Green, and Piers 27-29 (2013) would be available for a nominal charge to cover expenses. Certain areas and functions within each venue could be limited to private guests and/or sponsors and staff.

Comment A-NPS2-15 indicates that, on page 1 of the Executive Summary, it is inaccurate to state that “both projects are primarily located along the northeastern waterfront” alone in describing the project. This comment is noted. In response to the comment, the EIR text on page 1-1, first paragraph, last sentence, is revised to delete the statement, as follows (deleted text is shown as ~~striketrough~~ and new text is underlined):

~~Both projects would be located primarily along the northeast waterfront of San Francisco.~~

This revision does not change the analysis or conclusions presented in the EIR. Please note the location of the AC34 and Cruise Terminal project sites are more accurately described in Chapter 1 on pages 1-2 and 1-7, and elsewhere in the EIR (e.g., Chapter 3, Project Description).

Comment O-ACEC-194 requests detail on what proposed AC34 volunteer support services would include. All positions that volunteers may staff for the AC34 event are not defined at this point. However, the City and Event Authority would enlist volunteers for specific positions appropriate for their skill levels and, as needed and depending on the specific support service, provide adequate training for volunteers in advance of the event. The San Francisco Police Department is formulating a strategy to screen volunteers for security purposes.

Comment O-GGNPC requests detailed description of the level of restoration of project venues between 2012 and 2013. These restoration levels will be determined through the NEPA and NPS permitting processes. Please see Response GEN-2 regarding funding of project components and mitigation measures.

Comment A-CDPR-02 questions why secondary viewing areas are not considered for programmed amenities. Please see response to this comment in Response PD-1, above.

Comment I-Ferguson2-04 questions what corporate events would be held at Aquatic Park. It is possible that public and/or private events may be held within SAFR subject to a permit issued by NPS. Private events are currently hosted within the museum, as well as on ships docked at Hyde Street Pier.

The commenter also states that Aquatic Park is not consistently described in the EIR, but only provides a citation of page 5.3-12, on which the park is described as being within SAFR and adjacent to Fort Mason. Please note that each impact section describes project sites depending on the geographic scope of analysis. For example, in a land use discussion, Aquatic Park could be considered part of both the Fisherman’s Wharf tourist commercial area to the east and the recreational area extending westward through Fort Mason. Similarly, visual character and views largely depend on the geographic location of the observer, whether at the foot of the amphitheatre or out in the Bay. Such descriptions of Aquatic Park are not inherently inconsistent.

## 12.4.8 AC34 Project Implementation Plans [PD-7]

### Implementation Plans [PD-7]

#### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-NPS2-03	A-GGBHTD-02	O-ACEC-133	O-Ferry B-02
A-NPS2-16	A-PortOak-01	O-ACEC-134	O-EOP-03
A-NPS2-43	A-SFPC-Moore-11	O-ACEC-135	O-SFT-04
A-NPS2-44	A-SFPC-Fong-01	O-ACEC-136	O-TIRN2-24
A-NPS2-137	A-Tiburon-10	O-ACEC-187	O-TIRN2-41
A-Presidio-02	O-ACEC-05	O-ACEC-190	I-FormLetter-03
A-Presidio-03	O-ACEC-19	O-ACEC-191	I-Marchesani-01
A-Presidio-24	O-ACEC-29	O-ACEC-240	I-Marchesani-05
A-Caltrans-01	O-ACEC-131	O-ACEC-247	A-Tiburon-08
A-DBW-17	O-ACEC-132	O-Baykeeper-03	

- Future plans intended by the EIR to address specific issues are not within the scope of NEPA, and thus federal agencies may not be able to comment on them. The EIR must assure the public that these plans will be completed as written and that commitments will be binding. [A-NPS2-03]
- The Parks Event Operations Plan should be an official Park Incident Command Management Plan mandated by NPS regulations. [A-NPS2-16]
- The People Plan should include description of specific street closures so NPS and partners can comment on them. Water-oriented transportation should be considered in the People Plan, as well [A-NPS2-43]
- The Parks Event Operations Plan should also include the Golden Gate Bridge, Highway and Transportation District as a responsible jurisdictional authority. [A-NPS2-44]
- The EIR should provide timelines and additional information on future plans such as the Water and Air Traffic Plan. [A-NPS2-137]
- Management of the seating at Crissy Field will be an important consideration in the development of the People Plan and Parks Event Operations Plan. A contingency plan should be incorporated into the People Plan and Parks Event Operations Plan to manage larger-than-expected crowds. [A-Presidio-02]
- The Presidio Trust also requests early input and involvement in the Parks Event Operations Plan and the Waste Management Plan. [A-Presidio-03]
- Increased demand for law enforcement, fire protection and emergency medical services would have economic impacts that are related to the temporary improvements at Crissy Field. Compensation for these costs must be addressed in the Public Safety Plan. [A-Presidio-24]

- The Draft EIR does not examine freight demands in the form of large vessels coming into and leaving the Golden Gate to access the ports within the region. [A-Caltrans-01]
- The EIR should promote safe boating practices such as life jackets and boating safety courses. The EIR should address water safety concerns for increased usage of waterways, and the need for additional law enforcement to patrol waters. [A-DBW-17, A-Tiburon-08]
- Golden Gate Ferry schedules should be taken into consideration when planning races, and Golden Gate Ferry staff must be kept apprised of race schedules and other restrictions. [A-GGBHTD-02]
- The EIR fails to address the potential disruption of access to shipping channels and dredge materials disposal areas for vessels at the Port of Oakland. Vessel navigation impacts should be in the EIR, not the Water and Air Traffic Plan. [A-PortOak-01]
- Timely delivery of future implementation plans is essential. They currently lack detail. [A-SFPC-Moore-11, I-FormLetter-03]
- The People Plan, currently in draft form, should be a tighter plan. [A-SFPC-Fong-01]
- Some of the implementation plans are critical to the Draft EIR and will discuss impacts and alternatives, and some will make recommendations to become mitigation measures. Implementation plans required as mitigation should be substantially completed and reviewed as part of the CEQA process. The EIR must explain how it will fund, coordinate, and implement these plans. [O-ACEC-05]
- Because several AC34 project objectives specifically depend on implementation plans that have not yet been developed, it is impossible for the EIR to consider alternatives that would meet these objectives. These plans should be clearly identified as either project objectives or mitigations. The EIR and implementation plans may need to be independently prepared and reviewed to prevent conflicts of interest. [O-ACEC-19]
- The EIR cannot fully describe environmental impacts or mitigations because many details are contained in specific implementation plans. These plans must be completed and included in the EIR. Specific comments on the People Plan, Parks Event Operations Plan, and Team Base Operations Manual are provided. [O-ACEC-29]
- The EIR must ensure feasibility of implementation of the Parks Event Operations Plan. Implementation might fail due to government agencies disagreeing over contents of the plan, or due to lack of staffing and funding. [O-ACEC-131]
- Page 3-87 inaccurately claims that the People Plan is included in the EIR. Only a draft People Plan is currently available. Deferral to the plan is not adequate mitigation. [A-Tiburon-10, O-ACEC-132]
- The EIR improperly relies on incomplete implementation plans. [O-ACEC-133]
- The EIR calls for the People Plan to be reviewed by the Event Authority, making the project sponsor responsible for setting mitigations on its own project. [O-ACEC-134]
- The Parks Event Operations Plan is subject to review under NEPA and NHPA prior to implementation. [O-ACEC-135]

- The Parks Event Operations Plan does not discuss or protect historic resources located in offshore areas within the jurisdiction of the NPS. The Draft EIR fails to disclose and discuss how spectator boats or others boats associated with the AC34 event could affect historic resources located offshore within federal jurisdiction. [O-ACEC-136]
- Mitigation Measure M-TR-1 is inadequate without adequate review. The People Plan and associated management plans should be completed as part of the CEQA process. [O-ACEC-187]
- The People Plan must be funded and implemented, and it must address transportation impacts on local neighborhoods. [O-ACEC-190]
- The EIR should provide an overarching management structure, such as an Incident Command System (ICS), to make quick decisions and coordinate affected agencies. The EIR should analyze the need for an ICS and consider the potential risks of having no ICS, and describe in detail funding, staffing, emergency response, and coordination methods. [O-ACEC-191]
- The EIR must include a complete People Plan and Sustainability Plan and contain evidence that these plans will actually be implemented. [O-ACEC-240]
- The EIR's finding that the project would not generate greenhouse gas emissions relies on the development and implementation of the Sustainability Plan, Waste Management Plan, and People Plan. [O-ACEC-247]
- Either future implemented plans should be finalized before the final EIR, or the final EIR should include performance measures and goals. [O-Baykeeper-03]
- The EIR defers analysis to the People Plan, but the draft People Plan is too vague. The plan should address traffic circulation effects due to road closures and consider alternative implementations. The EIR cannot defer analysis of the provisions of the People Plan. [O-FerryB-02, O-EOP-03]
- The approval process for future implementation plans is unclear, so the SFPC should ensure that mitigations contained in future implementation plans are approved. [O-SFT-04]
- The EIR must include a complete People Plan and Sustainability Plan and contain evidence that these plans will actually be implemented to be a valid mitigation under CEQA. [O-TIRN2-24]
- The People Plan and associated management plans should be completed as part of the CEQA process. [O-TIRN2-41]
- The EIR is missing many details about impacts and mitigations, and residents should be able to see the completed future implementation plans. I am very concerned about the lack of detail provided regarding publicly accessible areas along the waterfront and environmental impacts. [I-Marchesani-01, I-Marchesani-05]

## Response PD-7

### *General Comments about Implementation Plans*

Numerous commenters expressed concern regarding the lack of detail in the EIR on the implementation plans proposed as part of the AC34 project. As described in Chapter 3, Section 3.4.7, pages 3-87 to 3-90, the Host Agreement provides that the City, in consultation with the Event Authority, would develop a number of event-related implementation plans to support AC34 during both the 2012 and 2013 events. The implementation plans include the following: People Plan, Parks Event Operations Plan, Water and Air Traffic Plan, Draft Zero Waste Plan (also known as Waste Management Plan), Sustainability Plan, Team Base Operations Manual, Public Safety Plan (formerly called the Security Plan), Workforce Development Plan, Youth Involvement Plan, Advertising Plan, and Ambush Marketing Action Plan. The EIR presents a summary description of the plans most relevant to the environmental impact analysis, and Chapter 11 includes updated and expanded descriptions of those plans.

The City and County of San Francisco is developing these implementation plans in close coordination with the America's Cup Event Authority, Race Management, and Organizing Committee along with appropriate federal, state, regional, and local agencies, and interested organizations and individuals. The purpose of the implementation plans is to provide comprehensive planning and coordination for operation of the AC34 events. Development of the plans has been designed as an adaptive and iterative process to ensure the effectiveness and usefulness of the plans, such that additional details, refinements, and commitments described in the plans would be provided as planning for the events evolves and the various phases of AC34 unfold. As described below, information and requirements that derive from the CEQA, NEPA and permit agency coordination processes each will inform the implementation plans, which would be completed to direct the management of the AC34 2012 events. It is anticipated that the AC34 2012 events would also provide instructive experience from which to adapt and improve the implementation plans for the larger AC34 events that would follow in 2013. The City has kept the public informed about the development of the implementation plans and continues to solicit public input on their content and refinements. Information on all of the implementation plans — including a description of each plan, the responsible party and the timeline for completion of the plans — as well as copies of available draft versions of the plans can be downloaded from the following websites:

- [http://www.oewd.org/Development\\_Projects-Americas\\_Cup.aspx](http://www.oewd.org/Development_Projects-Americas_Cup.aspx)
- <http://www.americascup.com/en/Discover/CSR-Initiative>

Several of the comments assert that since the implementation plans are incomplete, it is improper for the EIR to rely on them as part of the project description. The final implementation plans are intended to provide specific detail for how the AC34 events would be managed and implemented, similar to how the final engineering plans that are being developed for proposed structural upgrades would provide final technical details for how those project elements would be constructed. However, as with final engineering plans, final versions of the implementation plans are not necessary for the EIR to identify and evaluate potential physical environmental

effects or to reach conclusions of the significance of the impacts. The EIR provides a general description of the purpose, scope, and content of each of the plans at a level of detail necessary to conduct environmental review. The level of detail of the implementation plans presented in the EIR is consistent with CEQA Guidelines Section 15124, which states that the project description in an EIR “should not supply extensive detail beyond that needed for evaluation and review of the environmental impact.”

The CEQA process is serving to refine AC34 project details and together with the impacts information has informed the content and coordination strategies in the implementation plans. Similarly, ongoing interagency review and coordination by the numerous regulatory agencies that ultimately must determine how their respective regulatory requirements should be applied through permits and approvals of some part of the AC34 project have provided important direction to help shape various implementation plans. See Chapter 11 for an updated discussion of applicable permit approvals. The implementation plans are also subject to refinement as result of the NEPA environmental review process currently underway for the AC34 project, under the authority of the NPS and United States Coast Guard (USCG), in cooperation with the United States Army Corps of Engineers and the Presidio Trust; see Response INT-2 for additional detail on the relationship of CEQA and NEPA processes.

In addition, numerous comments express concern that the implementation plans are incomplete and cannot be used for mitigation, or that use of the implementation plans would defer mitigation. Contrary to this assertion, the implementation plans are not in and of themselves considered mitigation measures. Rather, the City and Event Authority intend to use the implementation plans as the comprehensive and coordinated vehicle for implementing many of the mitigation measures identified in the EIR, again as part of the overall operation and management of the AC34 events. This issue regarding the relationship between the implementation plans and mitigation measures is discussed in Section 12.6, Impact Overview, Response IO-4. Response IO-4 also discusses implementation and enforcement of mitigation measures. In brief, the mitigation measures identified in this EIR are designed to stand alone, independent of the implementation plans, and the mitigation measures would be required as elements of the Mitigation Monitoring and Reporting Program (MMRP), consistent with CEQA Guidelines Section 15097. Adoption of the MMRP as part of the CEQA findings and conditions of project approvals represents a commitment on the part of the project sponsors to implement and enforce the mitigation measures as indicated in the EIR.

Although in general these comments do not address the accuracy or adequacy of the EIR, the following responses to concerns about specific implementation plans are provided here for informational purposes:

### ***People Plan***

The People Plan describes strategies, programs, and associated considerations that address the transportation needs of the racing teams, AC34 personnel and sponsors, members of the media, and visitors/spectators during the AC34 events while at the same time meeting the daily transportation needs of residents, businesses, and visitors not associated with the races. The plan provides multimodal transportation strategies for both land- and water-based travel and extends



to regional transit agencies throughout the Bay Area. It also includes a communication network among transportation agencies that is integrated with the Incident Command System component of the Public Safety Plan. A final draft of the People Plan was made available for public review on September 30, 2011, updating the previous version dated March 2011.

The transportation strategies presented in the March 2011 People Plan were incorporated into the transportation impact analysis and mitigation measures in the Draft EIR, as described on pages 3.6-40 to 3.6-46. See Chapter 11 for updates to the implementation plans, Response TR-14 for further analysis information associated with the updates to the People Plan regarding further refinements in planned transportation services for AC34.

Comment A-Presidio-02 indicates the Presidio Trust's suggestions for important considerations in the development of the People Plan and Parks Events Operation Plan, including management of seating at Crissy Field and the need for a contingency plan for crowds that are larger than anticipated. Crowd management is addressed in the Park Events Operation Plan and as described in Chapter 11, specific requirements for crowd management related to Presidio lands would be provided by the Presidio Trust.

Comment O-ACEC-29 contains a misstatement about the People Plan and misquotes the EIR. The EIR, on page 3-87, indicates that at the time of publication of the Draft EIR, a draft version of the People Plan had been developed (in March 2011), and also clearly states " the People Plan may be revised as a result of the CEQA analysis and process, and as project details are refined and broad community input is received."

As part of Comment O-ACEC-187 regarding issues with the People Plan, the commenter asserts that Mitigation Measure M-TR-1 is inadequate because the People Plan was not finalized, resulting in unavoidable significant impacts. This is not accurate. As stated on pages 5.6-91 to 5.6-82 of the EIR, the unavoidable significant impact conclusion was due to lack of certainty that intersections could be mitigated to Level of Service D or better.

Comment O-ACEC-190 asks how the People Plan will address various neighborhoods in San Francisco. The commenter is referred directly to the draft People Plan available on the website listed above. However, to respond to the issues relevant to the EIR regarding transportation impacts at secondary viewing areas, Section 5.6 of the EIR addresses transportation and circulation impacts at secondary viewing areas during both the 2012 and 2013 AC34 events. These discussions are specifically addressed in the following impacts: Impacts TR-15 (page 5.6-83), TR-16 (page 5.6-84), TR-28 (page 5.6-104), TR-30 (page 5.6-106), TR-32 (page 5.6-107), TR-58 (page 5.6-121), TR-59 (page 5.6-121), TR-71 (page 5.6-130), TR-73 (page 5.6-132), and TR-75 (page 5.6-133). Impacts TR-15, TR-16, TR-58, and TR-59 regarding intersection impacts and traffic operations at secondary viewing areas were determined to be significant and unavoidable, even with implementation of Mitigation Measure M-TR-1, People Plan Specific Provisions (pages 5.6-80 to 5.6-81). As specified in the EIR, this mitigation measure would require a traffic monitoring and management program to reduce congestion due to the AC34 events; this measure, like all identified mitigation measures, would be incorporated into and implemented as part of the MMRP. The project sponsors propose to use the

People Plan as the method of implementing and integrating this mitigation measure into the ultimate operations and management of the AC34 events.

Comment O-ACEC-191 requests information on the Incident Command System. As described above, the Incident Command System would be coordinated with the communication and information network developed under the People Plan. The overall Incident Command System is described further below under the Public Safety Plan.

Comment O-ACEC-240 states that the People Plan would also examine water-oriented transportation service, including ferry and excursion access to potential event viewing locations such as Treasure Island and Angel Island. The commenter correctly quotes information presented in EIR Section 5.8, Air Quality, pages 5.8-39 to 5.8-40.

Comment O-ACEC-247 states the People Plan contains few requirements to actively reduce auto use. The commenter is referred directly to the most recent version of the People Plan which includes numerous programs to augment local and regional transit use and to promote bicycle use, which would thereby reduce auto use.

### ***Parks Event Operations Plan***

Developed in close consultation with the NPS, California State Parks, the Presidio Trust, and the San Francisco Recreation and Park Department, the Parks Event Operations Plan describes operations and management of AC34-related activities on lands and waters under the jurisdiction of federal, state, and local park agencies. The plan will include specific elements such as protection measures for sensitive biological and cultural resources; crowd control strategies; education and awareness programs; pre-event conditions and post-event restoration; staffing plans; methods to meet service needs; public safety; and overall agency coordination. The draft Parks Event Operations Plan will be available on the website listed above.

Comment A-NPS2-16 states that the NPS regulations require a Park Incident Command Management Plan for event programs of this size and duration. As stated above, the NPS is one of the cooperating agencies involved in developing the Parks Event Operations Plan, which will ensure that NPS requirements are addressed in the appropriate plan.

Comment A-NPS2-44 indicates that the Golden Gate Bridge, Highway and Transportation District should be included as a responsible jurisdictional authority in the Parks Event Operations Plan. This comment is acknowledged and this information is forwarded to the project sponsors.

Comments A-Presidio-02 and A-Presidio-03 indicate the Presidio Trust's suggestions for important considerations in the development of the Parks Event Operations Plan. As stated above, the Presidio Trust is one of the cooperating agencies involved in developing this plan.

Comment O-ACEC-29 asserts that the Parks Event Operations Plan is relied upon for mitigation for impacts on cultural resources on federal and state park land. This is incorrect. EIR Section 5.5, Cultural and Paleontological Resources, provides a comprehensive description of all mitigation

measures needed to address identified significant impacts and in no way relies on this plan for mitigation. Mitigation Measure M-CP-1b, Protection of Historic Resources due to Indirect Damage, on page 5.5-97, specifies fencing and signage, area closures, pre- and post-event conditions assessment and repair, educational and awareness programs, and crowd control management that would reduce potential impacts to less-than-significant levels. This measure, like all identified mitigation measures, would be incorporated into and implemented as part of the MMRP. The project sponsors propose to use the Parks Event Operations Plan as the method of implementing and integrating this mitigation measure into the ultimate operations and management of the AC34 events.

Comment O-ACEC-131 questions the ability of the Parks Event Operations Plan to be implemented. As described above, this plan is being developed in conjunction with appropriate federal, state, and local agencies, including the NPS, California State Parks, the Presidio Trust, and the San Francisco Recreation and Park Department. Presumably, cooperation among and approval of the plan by these agencies is sufficient evidence that the plan can be implemented.

Comment O-ACEC-135 states that the Parks Event Operations Plan would be subject to review under NEPA and the National Historic Preservation Act (NHPA) after it is completed and prior its approval or implementation by a federal agency. As described above, two federal agencies, the NPS and the Presidio Trust, are involved in the preparation of this plan. In addition, these agencies, along with other federal agencies, are participating in the NEPA process, and it is the responsibility of these federal agencies to determine the applicability of these federal regulations to this plan. Please see Section 12.3, Introduction, Response INT-2, for further discussion of the ongoing NEPA environmental review process for portions of the AC34 project within federal jurisdictions.

Comment O-ACEC-136 expresses concern that the Parks Event Operations Plan is limited to onshore spectator venue sites. This is not the case. The plan will address both onshore and offshore jurisdictional park lands. In addition, the EIR clearly addresses potential impacts on offshore areas within NPS jurisdiction, as evidenced by Mitigation Measure M-BI-1d, Protecting Offshore Portion of the Wildlife Protection Area, on page 5.14-31.

### ***Water and Air Traffic Plan***

The City, Port of San Francisco, and America's Cup Event Authority and Race Management are working with the USCG and Federal Aviation Administration (FAA) to develop the Water and Air Traffic Plan. This plan provides guidelines for managing and ensuring the safety of water space and air space navigation during the AC34 events, including provisions for coordinating with existing commercial operations on the Bay. The draft Water and Air Traffic Plan will be available on the website listed above.

With regard to water traffic planning, other agencies being consulted include the National Marine Fisheries Service (NMFS), Regional Water Quality Control Board (RWQCB), USCG, CSLC, NPS, California Department of Parks and Recreation (CDPR), Bay Conservation and Development Commission (BCDC), and California Department of Boating and Waterways (DBW). In addition, input is being solicited from local and regional organizations active in protecting Bay marine

resources including eelgrass habitat, local yacht clubs, boat yard representatives, and local harbormasters.

Comments A-DBW-17 and A-Tiburon-08 recommends that safe boating practices and patrols be included in the implementation plan. The City is coordinating with the California Department of Boating and Waterways in the preparation of the Water and Air Traffic Plan.

Comment A-GGBHTD-02 requests that ferry staff be kept apprised of race schedules and details of restrictions. The project sponsors' adherence to the USCG's Special Local Regulations will include this type of communication and notification outreach before, during, and after the AC34 events.

Comments A-Caltrans-01 and A-PortOak-01 express concerns regarding freight demands and disruption of access to shipping lanes and dredge material disposal, cargo transportation, and maintenance dredging. As stated above, these issues will be addressed in the Special Local Regulations, to be included in the Water and Air Traffic Plan as part of coordination with existing commercial operations on the Bay. The USCG has jurisdiction over vessel traffic on the Bay and, prior to the AC34 events, will be issuing Special Local Regulations addressing safety issues and rules for vessel traffic. It is anticipated that shipping lanes and access to dredging disposal sites would remain open during the AC34 events, although some restrictions may be in place during the actual races.

### ***Public Safety Plan***

Prepared by the San Francisco Police Department, the Public Safety Plan addresses planning and preparing for security and public safety issues associated with land and water events of AC34. The land-based security measures will be coordinated through the San Francisco Police Department, and waterside coordination will be made through the Unified Area Command between the United States Coast Guard Captain of the Port and several law enforcement entities with waterborne assets. The plan includes an Incident Command System to delineate roles, responsibilities, communications, and duties before, during, and after the events. It covers the venue sites as well as crime, transportation, and coordination related to the events.

Comment A-Presidio-24 expresses concern about the increased demand for law enforcement, fire protection, and emergency medical services and its economic impacts, and indicates that compensation for these costs must be addressed in the Public Safety Plan. The draft plan includes a section on police services cost recovery.

Comment O-ACEC-191 requests information on and analysis of an Incident Command System for the AC34 events. As stated above, the Public Safety Plan includes an Incident Command System, and the commenter is referred to the draft plan, which is publicly available on the website listed above. Comments regarding the analysis of an Incident Command System, coordination of services, and additional hires do not directly comment on the adequacy of the EIR or the information contained therein. These requests will be forwarded to the appropriate City staff. Issues related to emergency access during the AC34 events are addressed in Section 5.6, Impacts TR-34 and TR-77, pages 5.6-108 and 5.6-134. The discussion indicates that,

throughout the events, emergency access conditions would remain similar to existing conditions, and therefore these impacts would be less than significant.

### ***Zero Waste Plan***

The San Francisco Department of the Environment and Port of San Francisco, in consultation with the Event Authority, directed the preparation of the Draft Zero Waste Plan (also referred to as the Waste Management Plan), which provides guidelines to ensure that the City and the Event Authority will reduce the amount of discarded materials generated, reuse materials whenever possible, and recycle, compost, or otherwise divert from landfill any discards that are produced in the course of (including before, during, and after) AC34 events.

Comment O-ACEC-247 states that the Waste Management Plan relies almost wholly on recommended rather than required actions. This comment is acknowledged, and the commenter is referred to the most recent version of the Draft Zero Waste Plan, which is publicly available on the website listed above.

### ***Team Base Operations Manual***

The Team Base Operations Manual would identify all environmental and safety requirements, standards, and best management practices that would be applicable to proposed industrial-related practices at the team bases, consistent with Port of San Francisco requirements for industrial uses. It would also incorporate the legal requirements of Articles 21, 21A, and 22 of the San Francisco Health Code.

Comment O-ACEC-29 describes information presented in the project description out of context, and presents misstatements about the Draft EIR regarding reliance on the Team Base Operations Manual to mitigate potentially significant environmental impacts on biological resources, water quality, recreation, and other impacts from hazardous materials that could result from the fabrication and/or manufacturing of AC34 race boats. This manual is not relied on to mitigate impacts. Rather, it serves to comply with Port of San Francisco requirements for industrial uses. Mitigation measures for potentially significant impacts on biological resources, water quality, recreation, and hazardous materials are specified in Sections 5.14, 5.16, 5.11, and 5.17, respectively, of the EIR.

### ***Sustainability Plan***

The Sustainability Plan is an overarching document that covers activities related to resource sustainability and environmental stewardship that would be implemented by various organizations responsible for managing and operating all aspects of the AC34 events. A draft of the Sustainability Plan is available on the website listed above.

Comment O-ACEC-240 states that the AC34 project would include implementation of a Sustainability Plan, which would promote sustainability activities throughout the event life cycle, including construction, staging, and long-term development phases, and would consider factors such as local employment, carbon reduction and waste reduction, sustainable food policies,

transport, and sourcing. The commenter correctly quotes information presented in EIR Section 5.8, Air Quality, pages 5.8-39 to 5.8-40. As described above, the Sustainability Plan is not a mitigation measure identified in this EIR.

### ***Other Issues Raised Regarding Implementation Plans***

Several comments (A-Presidio-24, O-ACEC-05, O-ACEC-131, O-ACEC-190) express concerns related to funding for implementation plans. Please see Section 12.2, Response GEN-2, for discussion of funding issues.

Comment O-ACEC-05 states that the implementation plans will discuss impacts and alternatives. While this statement may be correct in the context of the implementation plans, it is not correct in the context of CEQA. Impacts of and alternatives to the proposed AC34 project are described in Chapters 5, 6, and 7 of the EIR, as required under CEQA.

Comment O-ACEC-19 asserts that because several of the project objectives relate to the implementation plans, the development of the implementation plans must be completed to determine if there are alternatives that would meet these objectives. Although the commenter is correct in noting that several of the AC34 project alternatives refer to some of the implementation plans or elements of them, full details of the implementation plans are not required to complete the alternatives analysis. As stated in Chapter 7, page 7-1, the identification of alternatives for analysis under CEQA is based primarily on the ability of an alternative to avoid or lessen an identified significant impact. Simply identifying alternative methods of achieving portions of some of the project objectives does not satisfy the alternatives analysis requirements of CEQA.

Comment O-ACEC-19 also states that the EIR fails to disclose that the EIR consultant that is preparing this EIR is also preparing the “Implementation Plans,” calling into question whether they should be independently prepared and/or reviewed. The commenter is correct in noting that the same environmental consultant firm assisting the San Francisco Planning Department in the preparation of the EIR also provided technical assistance to the Department of the Environment and the Port in the development of the Draft Zero Waste Plan and Sustainability Plan. As part of the City’s open contracting procedures, this is public information. Regardless, the EIR, Draft Zero Waste Plan, and Sustainability Plan are under the independent purview of separate City departments, and both documents are subject to public review and comment.

## **12.4.9 Successive Defense Option [PD-8]**

### **Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

O-ACEC-123

O-WW-65

- If the Golden Gate Yacht Club (GGYC) retains the America’s Cup title and the races remain in San Francisco, would any of these “temporary” installations be left in place until the next race event? [O-ACEC-123]

- While the Draft EIR indicates that future America's Cup races would be subject to CEQA review, the instant EIR should identify any impacts identified as "less than significant" based in part on the "temporary" nature of the AC34 event that would be "significant" if the Event Authority exercises its Successive Defense Option. [O-WW-65]
- The Draft EIR must analyze the impacts of future America's Cup races in San Francisco under the Successive Defense Option for three reasons: (1) impacts are not insignificant simply because they are short-term, (2) future races are a reasonably foreseeable expansion or future use of the project, and (3) future America's Cup races in San Francisco under the Successive Defense Option are a reasonably foreseeable future project for purposes of cumulative impact analysis. [O-WW-65]
- This project is wholly a creature of the Host and Venue Agreement, which the parties thereto have already executed. Therefore, the "whole of the project" that must be assessed for environmental impact includes all contractual commitments in the Host and Venue Agreement. Since the "Successive Defense Option" is concrete enough for the City to make it a binding contractual commitment, it is certainly concrete enough for the Draft EIR to identify whether any impacts otherwise deemed less than significant would be significant if the Event Authority exercises its Successive Defense Option. [O-WW-65]
- Future America's Cup races in San Francisco are reasonably foreseeable, and not speculative, as the home team has won the event in the past. Not only is it reasonable and practical to include this future project in the EIR's cumulative impact analysis, excluding future races under the Successive Defense Option has shortchanged the EIR's disclosure and analysis of the severity and significance of the cumulative impacts. [O-WW-65]

## Response PD-8

Comment O-ACEC-123 inquires if temporary AC34 installations would be left in place if the Golden Gate Yacht Club (GGYC) retains the America's Cup title and the races remain in San Francisco. As indicated on pages 3-61 and 3-80 of the EIR, temporary AC34 installations would be removed in Fall 2013 after the AC34 2013 event concludes. Temporary installations would be removed regardless of whether the GGYC were to succeed in defending the America's Cup in AC34. Furthermore, as explained on page 3-93 of the EIR, if the GGYC were to succeed in defending the America's Cup in AC34, the Event Authority would need to enter into a new Host Agreement with the City, and the event (including any new installations that would be proposed as part of that event) would be subject to environmental review under CEQA along with applicable permits and approvals.

Comment O-WW-65 asserts that the EIR must analyze the impacts of future America's Cup races in San Francisco under the Successive Defense Option for three reasons: (1) impacts are not insignificant simply because they are short-term, (2) future races are a reasonably foreseeable expansion or future use of the project, and (3) future America's Cup races in San Francisco under the Successive Defense Option are a reasonably foreseeable future project for purposes of cumulative impact analysis. With respect to the first issue, the EIR does not find impacts less than significant simply because they are temporary; rather, the EIR evaluates the significance of each impact using the significance criteria included in the EIR for each environmental topic. With respect to the second and third issues, a potential Successive Defense Option would not be considered a



reasonably foreseeable use of the project, or a reasonably foreseeable future cumulative project, but rather, a speculative future condition. One of the fundamental purposes of the AC34 sailing races is for teams to compete to determine a winner, and there is no basis to assume in the EIR that the GGYC would win AC34. While, as the commenter notes, various Defenders have won America's Cup events in the past, recent history with the America's Cup events has demonstrated that various Challengers have also had success in winning the America's Cup. As explained on page 3-93 of the EIR, the Host Agreement provides that the Event Authority's leases of project venues may be extended for future America's Cup events, but only on condition that the Event Authority would enter into a new Host Agreement with the City. In addition, any potential future America's Cup events that could occur in San Francisco with the GGYC would be subject to environmental review under CEQA along with applicable permits and approvals.

For these reasons, it would be inappropriate to combine AC34 project impacts with those effects of a potential Successive Defense Option, or to consider potential Successive Defense Option effects in a cumulative context in this EIR.

### 12.4.10 Cruise Terminal Project Characteristics [PD-9]

#### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-CSLC1-12	O-ACEC-35	O-ACEC-40
O-ACEC-32	O-ACEC-09	O-ACEC-97
O-ACEC-33	O-ACEC-37	O-ACEC-155
O-ACEC-34	O-ACEC-39	

- The cruise terminal component of the project would allow for shared uses of the terminal between ship calls for public and private events. The Final EIR should provide a more robust discussion of what types of events are proposed. [A-CSLC1-12]
- The Draft EIR must include a discussion of how long the shoreside power system would be removed from service given the proposed 2-year use of the site for the AC Village before the cruise terminal construction can be completed. [O-ACEC-32]
- The Draft EIR should discuss why staff parking is necessary to the function of the cruise terminal. Also, explain what "CBP" parking is in Figure 3-36. [O-ACEC-33]
- The Draft EIR should discuss the necessity for 17 bus parking spaces. Based on the Port's experience, the Draft EIR should discuss how often that many buses are required at one time. Please discuss the basis for the design, size, and number of spaces proposed for the 3-acre ground transportation area. [O-ACEC-34]
- The "Cruise Terminal Security Fencing," described in the EIR (page 3-104) as an "operable array of metal gates," would directly affect the Northeast Wharf Plaza. The visual impact of this is not adequately shown in the Draft EIR; in particular, Figure 3-37 is not helpful at all. There are no existing plans for the programming of the proposed Northeast Wharf Plaza public space. [O-ACEC-35]

- The Draft EIR (page 3-2) states that “[t]he proposed improvements to complete the cruise terminal and wharf plaza would be built out after the AC34 races are concluded” but fails to say when completion would occur. Please add to the project description the estimated completion dates for the cruise terminal and wharf plaza. [O-ACEC-09]
- In its discussion of the construction of the cruise terminal (page 3-9), the Draft EIR fails to provide information on how long it will take to complete the final phase of construction following the AC34 events. [O-ACEC-37]
- The Draft EIR (page 3-94) says that “(i)n concert with the cruise terminal facility, the Port also proposes to construct the Northeast Wharf Plaza ...” Please add more information about when it would be built and with what funds. The EIR cannot analyze the plaza, as detailed design plans are not yet available. [O-ACEC-39, O-ACEC-40]
- The Draft EIR describes the following three different future long-term uses for Pier 29:
  1. The Draft EIR (page 5.5-89) states that the Pier 29’s long-term use is to serve as a provisioning area for the cruise terminal.
  2. Table 3-13 (Draft EIR, page 3-9) shows that the long-term development uses for Pier 29 under the Host Agreement are for 6,700 square feet of retail/commercial and 37,000 square feet of entertainment and assembly/commercial.
  3. In several other places in the Draft EIR, the use of Pier 29 is described as serving as a pedestrian way from The Embarcadero to the proposed 160,000-square-foot open area at the end of the piers.

Which one is it? [O-ACEC-97]
- The Draft EIR does not discuss what uses are being considered for the Belt Line railroad building following AC34. Please add that discussion. [O-ACEC-155]

## Response PD-9

Comment A-CSLC1-12 requests a more robust discussion of what types of events are proposed at the cruise terminal. As discussed in the EIR project description, page 3-109, shared uses could include conferences, public or private gatherings, and maritime-oriented events such as Fleet Week and diplomatic visits by foreign government vessels. Also discussed in the EIR project description is that 46,000 square feet of interior space of the cruise terminal building would be used for shared events held indoors, and, depending on needs of the shared-use event, the ground transportation area could also be used for holding outdoor public gatherings. Finally, the EIR project description indicates that up to 100 shared-use events could occur at the cruise terminal site annually. While no additional detail on shared-use events at the cruise terminal site is currently available, the description provides ample information for the EIR’s analysis of potential environmental impacts associated with the events.

Comment O-ACEC-33 requests an explanation of what “CBP” stands for in Figure 3-36. The EIR list of abbreviations and acronyms (see page xiv) and the EIR project description (page 3-96) explain that CBP is an acronym for Customs and Border Protection.

Comment O-ACEC-33 also indicates that the EIR should discuss why staff parking is necessary to the function of the cruise terminal. As shown in Figure 3-36 on page 3-102 in the EIR project description, 15 parking spaces would be provided for cruise terminal staff and CBP agent parking; these spaces would be available for those staff on days that cruise ships are in port. Most of the cruise ship arrivals (83 percent) take place between 5:00 a.m. and 8:00 a.m., with over 60 percent arriving prior to 7:00 a.m. and 15 percent arriving prior to 6:00 a.m. As indicated on page 36 of Appendix TR-2, terminal operations and security personnel arrive at the terminal 1 to 2 hours prior to a vessel docking at the terminal, and therefore a portion of the 220 employees would need to arrive before 5:00 a.m. to prepare for cruise ship arrivals. These employees would likely drive private vehicles to the cruise terminal. The overall long-term parking demand associated with the 220 employees is 55 parking spaces, and therefore the 8 parking spaces within the ground transportation area (GTA) that would be reserved for staff would only accommodate a small portion of the employee parking demand.

Comment O-ACEC-34 requests a discussion of the basis for the design, size, and number of spaces proposed for the 3-acre GTA. The design of the GTA was based on existing cruise terminal operator specifications for a new terminal, as well as travel demand surveys of the existing cruise terminal operations at Pier 27 and Pier 35 in May through July 2010. The surveys were conducted as part of the cruise terminal design effort by CHS Consulting, and a summary of the results is presented in the EIR on page 5.6-64 and in Appendix TR-8.2. During the cruise terminal design effort, a number of alternate GTA schemes were developed by KMD Architects and Pfau Architects. CHS Consulting, using the travel demand characteristics established from the surveys of existing cruise ship calls, analyzed the alternate schemes using a traffic micro-simulation model to determine the optimal ingress/egress and internal circulation configuration. The results of the traffic analysis of the preliminary design schemes are documented in *Pier 27 Traffic Simulation Study, Final Report*, CHS Consulting, October 2010.<sup>3</sup> The final design included in the CEQA analysis was also analyzed using a micro-simulation model, and the results of the analysis are presented in Impact TR-83 and Impact TR-88.

Comment O-ACEC-34 indicates that the EIR should discuss the necessity for 17 bus parking spaces. The comment requests a discussion of how often that many buses are required at one time. As indicated on EIR page 5.6-161, the GTA includes bus parking for 20 buses (14 spaces, plus 6 spaces for overflow bus parking), as well as an additional staging area for 4 buses along Pier 29, for a total capacity of 24 buses. An onsite staging area for buses and trucks has been identified at the tip of Piers 27-29 in the event that the demand for bus parking within the GTA exceeds 24 spaces. When bus parking within the GTA is fully occupied, buses would be diverted to the bus and truck staging area until a bus parking space becomes available. Due to the peaking of passenger departures (from the cruise ship) and arrivals (to the cruise ship), the number of buses traveling to and from the terminal and loading onsite is concentrated within a narrow window after a cruise ship arrives and prior to its departure. A 3,000-passenger home-port cruise ship generates about 80 buses and shuttles on a daily basis (40 buses to serve the arriving ship in the morning and another 40 to serve

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<sup>3</sup> Available for review at the San Francisco Department, 1650 Mission Street, Suite 400, San Francisco, CA 94013.

the departing ship in the afternoon), and would have an average peak demand of 15 buses (page 50 of Appendix TR-2); this demand would be accommodated within the 20 spaces within the GTA and 4 spaces along Pier 29. During peak demand periods (9:00 a.m. to 10:15 a.m.) and when cruise ships larger than 3,000 passengers arrive, it is anticipated that some buses would need to be diverted to the bus and truck staging area.

Comment O-ACEC-35 asserts that Figure 3-37 on page 3-105 is not helpful in illustrating the proposed cruise terminal security fencing. Design-level drawings of the proposed security fencing are not yet available. However, proposed renderings of the conceptual fencing shown in Figure 3-37 are adequate in illustrating that when cruise ships are in port, views through the fence from the Northeast Wharf Plaza to the Bay would be maintained. Figure 3-37 also shows that when cruise ships are not in port, the fence would be retracted to allow unobstructed views of the Bay. Furthermore, it should be noted that the majority of new fencing is proposed in locations currently occupied by existing buildings that completely obstruct views from vantage points within the project site and/or from The Embarcadero. All of these factors provide adequate level of detail to show that the impact of the proposed fencing on aesthetics, including views and visual character, particularly when compared to the existing setting, would be less than significant.

Comments O-ACEC-09 and O-ACEC-37 assert that the EIR fails to describe the duration of cruise terminal construction following the AC34 events. As described in the EIR project description on pages 3-109 to 3-110, the construction of the Cruise Terminal project would be carried out in two phases. Phase 1 would be coordinated with the development of the proposed AC Village at Piers 27-29, in which the cruise terminal core building and shell would be built (along with other demolition and construction at Piers 27-29). After the conclusion of the AC34 race events, the Port would implement Phase 2 of the construction, involving further construction and improvements to complete the Cruise Terminal project. Construction of the cruise terminal is anticipated to be completed in time for the 2014 cruise season.

Comment O-ACEC-32 indicates that the EIR must include a discussion of how long the shoreside power system would be removed from service, given the proposed 2-year use of the site for the AC Village. The commenter incorrectly states that AC34 would require a 2-year use of the site. The shoreside power at Piers 27-29 would be unavailable for approximately 2 years total, of which 1 year would be attributed to the Cruise Terminal project (in 2012) and 1 year would be attributed to the AC34 project (in 2013). Please also see Section 12.13, which describes project updates related to shoreside power as well as revised and augmented air quality mitigation measures designed to ensure that shoreside power at Pier 27 is operational in 2014.

Comments O-ACEC-09 and O-ACEC-39 request information on when the Port proposes to construct the Northeast Wharf Plaza, and Comment O-ACEC-39 further inquires what funds would be used. As described in the EIR project description on page 3-110, the Northeast Wharf Plaza would be constructed during Phase 2 construction of the Cruise Terminal project. A conservative 12-month construction period was assumed in the EIR for assessing potential construction impacts associated with the Northeast Wharf Plaza (see EIR, page 5.8-45). The funding source(s) for the Northeast Wharf Plaza are not relevant for the purposes of describing

the Northeast Wharf Plaza or assessing environmental impacts of its construction or operation. Regarding Comment O-ACEC-40, environmental analysis does not require construction documents or 100 percent detailed design drawings. The description of the proposed Northeast Wharf Plaza provided in Chapter 3 is adequate for environmental analysis.

Comment O-ACEC-97 quotes different excerpts from the EIR discussing different long-term uses at Piers 27-29 and inquires which of those uses correctly apply to Pier 29. As discussed in the EIR project description (see EIR page 3-100, and cruise terminal site plan in Figure 3-33 on EIR page 3-97), the east end of Piers 27-29 would be used for provisioning of cruise ships on cruise days. As discussed in the EIR project description (see EIR page 3-110), proposed amendments to the BCDC Special Area Plan for the Cruise Terminal project would provide for later, phased development of public plaza space at the end of Piers 27-29 (while still allowing cruise ship provisioning on cruise days), and phased public access improvements through the Pier 29 shed to the Pier 29 apron. As discussed in the EIR project description (see EIR pages 3-90 to 3-92), as part of the AC34 project, the Host Agreement provides the Event Authority with certain long-term development rights, including potential long-term development at Pier 29. Although no development plan exists, the EIR assumes that such potential development could include 43,700 square feet of retail/commercial and entertainment and assembly/commercial development. All these potential uses are described in the EIR project description and associated potential environmental impacts are adequately analyzed in the EIR.

Comment O-ACEC-155 indicates that the EIR does not discuss what uses are being considered for the Belt Line office building. As discussed on page 3-73 of the EIR, during the AC34 event, the Belt Line office building would be used as the America's Cup Village welcome center. The specific long-term use of Belt Line office building following the AC34 event is not known at this time; however, any such use would need to be consistent the Port Waterfront Land Use Plan and the *Secretary of the Interior's Standards for the Treatment of Historic Properties*.

## 12.5 Plans and Policies

### 12.5.1 Overview of Comments on the Plans and Policies

The comments and corresponding responses in this section cover topics in Chapter 4, Plans and Policies, of the EIR. These include topics related to:

- PP-1, Special Area Plan (SAP) Conflicts and Amendments
- PP-2, BCDC Policies
  - PP-2a, Maximum Public Access, Temporary and Permanent
  - PP-2b, Dredging
  - PP-2c, Bay Fill vs. Alternative Upland Locations
- PP-3, Inclusion of Other Plans
  - PP-3a, Federal Plans
  - PP-3b, Regional and Local Plans
  - PP-3c, Northeast Waterfront Study
- PP-4, Public Trust and Commercial Fishing

### 12.5.2 Special Area Plan (SAP) Conflicts and Amendments [PP-1]

#### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-NPS2-17	A-BCDC-03	A-BCDC-17
A-NPS2-19	A-BCDC-04	O-STB-06
A-BCDC-01	A-BCDC-06	I-Ferguson2-05
A-BCDC-02		

- The summary chapter of the EIR should provide a page reference to the Waterfront Special Area Plan sections that are proposed for amendment. The plan should be included as an appendix to the EIR. Please provide more detail regarding the SAP amendments and how the proposed project would meet SAP requirements, including for public access, fill removal, and open water creations. Many SAP requirements have not yet been achieved, and the America's Cup and cruise terminal proposal would preclude achievement of the SAP. The Final EIR should articulate clearly how any changes to the SAP necessitated by the project would contribute to provide public access and fill removal that are equal to or greater than required by the SAP, or as soon or sooner, whether in locations currently required by the SAP or alternative locations. [A-NPS2-17, A-NPS2-19, O-STB-06, I-Ferguson2-05]
- Temporary mooring and berthing of vessels in all four SAP-designated Open Water Basins would have an impact that requires mitigation. Also, project proponents must understand that that even if mitigation under CEQA is not required, public benefits with respect to the SAP amendment would be required by BCDC, including eliminating or reducing berthing in Open Water Basins, removing fill, and/or expanding public access. [A-BCDC-01]
- The potential for long-term development of the Rincon Point Open Water Basin and the Brannan Street Wharf Open Water Basin is only triggered by the dredging for temporary

spectator yacht marinas. Such development would require further analysis under CEQA. If all development contemplated in the EIR were to occur, only one of the four Open Water Basins—the Broadway Open Water Basin—would remain. [A-BCDC-02]

- The EIR is correct in its assessment that development of long-term marinas in the Rincon Point and Brannan Street Wharf Open Water Basins would be considered a significant and unavoidable impact. [A-BCDC-03]
- In the case of the Rincon Point Open Water Basin, both temporary and long-term uses are inconsistent with the Special Area Plan and the public benefits required by it. This is the case because this band of shoreline is a special place along the waterfront created by a slight bend in the shoreline, Rincon Park, the promenade, and views of the Bay and Bay Bridge. The presence of large yachts, ancillary activities, lights, and noise would reduce the public benefits of this area, even in the short term. Alternate berthing locations, including the Broadway Open Water Basin, in front of the Ferry Building and north of Pier 14, and the southern waterfront should be considered instead. [A-BCDC-04]
- The Northeast Wharf Open Water Basin policies state that facilities may be permitted for temporary berthing of ceremonial and visiting ships. The Port has also applied for an amendment to the SAP that would relocate this Open Water Basin. The SAP is not part of BCDC’s “policy authority,” but is a state regulation. To amend the SAP to allow for cruise ship berthing, BCDC will have to find that the proposal is necessary to the health, safety, and welfare of the entire Bay Area and that the public benefits package submitted by the Port will be equal to, or greater than, public benefits that are required in the plan. Such a package should include fill and shed removal to create a separate open water basin, new public access and public spaces at nearby piers, and development of other benefits at Fisherman’s Wharf. [A-BCDC-06, A-BCDC-17]

## Response PP-1

Some comments request clarifications and additional information of the proposed amendments to the Special Area Plan in the summary chapter of the EIR. This EIR chapter is intended to provide a synopsis of the entire EIR, including the proposed project description, a tabular list of all significant impacts and mitigation measures, and a brief discussion of alternatives. Therefore, Chapter 1 of the EIR does not include the specific details requested by the commenter.

Potential conflicts with the SAP, and proposed amendments to the SAP, are described in Chapter 4, Plans and Policies, pages 4-13 through 4-16. As stated on page 4-16, while BCDC will consider the information and analysis presented in this EIR, BCDC maintains independent authority in evaluating issues and implications of proposed amendment to BCDC plans and determinations for the AC34 and Cruise Terminal projects. Therefore, the BCDC review process will determine if and how the proposed project achieves public access, fill removal, and open water creation requirements of the Special Area Plan, as well as consistency with the San Francisco Bay Plan, McAteer-Petris Act, and BCDC State Regulations. Regarding the request from Comments A-NPS2-17, A-NPS-19, O-STB-06, and I-Ferguson2-05 to include more detail about the existing SAP and to include the Special Area Plan as an appendix to the EIR, the Special Area Plan maps are included as Appendix LU-1 for reference purposes. The entire SAP is readily



available both on BCDC's website<sup>1</sup> and at agency offices. The document is also included in the reference set for this EIR, which is available at the San Francisco Planning Department. Given the 82-page length, the document is not included as an appendix to this EIR. The exact wording of the 2000 SAP Amendments and their location within the SAP text is subject to the BCDC plan amendment review process, which would include revisions to the SAP maps.

In response to these comments, the discussion of existing policies of the SAP on EIR pages 4-13 to 4-15 is revised to include page citations for the SAP related to the Northeast Wharf Plaza and the Open Water Basins. Page 4-13, last paragraph, is revised as follows (deleted text is shown in ~~striketrough~~ and new text is underlined):

**Northeast Wharf Plaza.** The SAP requires the creation of a two-acre "Northeast Wharf Plaza" as a "new, major, destination plaza between Piers 23 and 29 along the Embarcadero, opening up views from Lombard Street and the Embarcadero to the Bay, Yerba Buena and Treasure Islands, and the Bay Bridge." (SAP pages 30–32).<sup>11a</sup> To create this plaza, approximately 56,000 square feet of the Pier 27 shed is to be removed. According to the SAP, the plaza "should provide for water-side uses, such as temporary, small craft tie-ups and hand-held boat launching" and "create connections with the water's edge such as ramps, stairs or docks that allow users to easily access the Bay." The SAP requires implementation of the Northeast Wharf Plaza in two phases, triggered by major development of Piers 27–31: Phase 1 requires demolition of a portion of the Pier 27 shed and initial level of plaza improvements prior to completion of major development of Piers 27–31; Phase 2 requires completion of Northeast Wharf Plaza in 15 years if necessary grant funding is available, or 20 years if necessary grant funding is not available (SAP page 47).

This revision does not change the analysis or conclusions presented in the EIR.

In addition, page 4-14, beginning of the third paragraph, has been revised as follows (deleted text is shown in ~~striketrough~~ and new text is underlined):

The SAP requires the creation of four Open Water Basins as "focal points of public use and enjoyment of the Northeastern Waterfront" and to "enhance the ecological health of the Bay and to facilitate needed public recreation and access opportunities." (SAP pages 24–26).<sup>11b</sup> They are intended to "provide new and substantial Bay views from the boundary piers framing the Open Water Basins," and are supported by adjacent major waterfront open spaces.

This revision does not change the analysis or conclusions presented in the EIR.

<sup>1</sup> [http://www.bcdc.ca.gov/pdf/planning/plans/sfwsap/SFWSAP\\_Final.pdf](http://www.bcdc.ca.gov/pdf/planning/plans/sfwsap/SFWSAP_Final.pdf)

<sup>11a</sup> San Francisco Bay Conservation and Development Commission, *San Francisco Waterfront Special Area Plan*, available online: [http://www.bcdc.ca.gov/pdf/planning/plans/sfwsap/SFWSAP\\_Final.pdf](http://www.bcdc.ca.gov/pdf/planning/plans/sfwsap/SFWSAP_Final.pdf).

<sup>11b</sup> ibid.

Regarding the environmental land use impacts related to conflicts with the SAP, please see Section 12.7, Land Use, Response LU-7. As stated there, temporary berthing was found to have a less-than-significant impact on land use, but long-term development of marinas would result in a significant and unavoidable impact on land use. Please also see Chapter 11, which describes changes to the temporary berthing including to the Rincon Point Open Water Basin and in the Broadway Open Water Basin under the AC34 Project Variant.

Regarding the public benefits package submitted by the Port of San Francisco, Comments A-BCDC-04, A-BCDC-06 and A-BCDC-17 are noted and have been forwarded to decision-makers. The SAP amendments proposed by the Port for the Cruise Terminal project and described in more detail in Chapter 11 include a Northeast Wharf Plaza that is larger and proposed to be delivered earlier than required in the SAP; Open Water Basin locations at Pier 29-31 and along the Fisherman's Wharf waterfront between Pier 43 and Pier 45; additional public access on Pier 19 and Pier 23 aprons, Pier 19½ (including removal of existing connector building), and along the west side of The Embarcadero; and additional fill removal at various location options (along Islais Creek; Piers 98 LASH pier; Pier 70 Wharves, 6, 7, and 8 and area adjacent to Pier 68; Pier 64 and along China Basin Channel). These proposed public access improvements could help to offset the impacts of the Cruise Terminal project. As noted above, BCDC has exclusive authority to determine the adequacy of this proposal and any changes or conditions that may be required. The comment does not address the adequacy or accuracy of the EIR. Please see also Chapter 11 for a description of some refinements of the improvements that would be implemented as part of the AC34 Project Variant to meet BCDC public benefit requirements.

The use of the phrase "policy authority" was not intended to indicate that the SAP was not a state regulation, but to indicate that such amendments are in BCDC's purview and implementation of policies in the SAP are in BCDC's purview. In response to the comment, Chapter 5, Section 5.2, page 5.2-35, first full sentence is revised as follows (deleted text is shown in ~~striketrough~~ and new text is underlined):

BCDC would consider the merits of the proposed SAP amendments under the agency's policy and regulatory authority. ~~as part of its policy authority~~

This revision does not change the analysis or conclusions presented in the EIR.

Finally, the comment regarding the impact determination for future long-term marina development in the Rincon Point and/or Brannan Street Wharf Open Water Basins is noted. As stated in Chapter 5, Section 5.2, Land Use, page 5.2-6 to 5.2-38, long-term development of marinas would be considered a significant and unavoidable impact. Please see Response IO-5, which further explains that future long-term development would be subject to project-level environmental review.

### 12.5.3 BCDC Policies [PP-2]

This topic is further subdivided into the following sub-topics:

- PP-2a, Maximum Public Access, Temporary and Permanent
- PP-2b, Dredging
- PP-2c, Bay Fill vs. Alternative Upland Locations

#### **PP-2a, Maximum Public Access, Temporary and Permanent—Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-BCDC-11

A-BCDC-12

- The AC34 project should incorporate a complete public access package consistent with BCDC laws and policies for both temporary access during the event and permanent access afterward. This package should be separate from the public benefits package needed to amend the SAP for the proposed project. Temporary access is needed to offset for closure of existing public access areas during the event. Public access areas should be designed to maximize bay views and be compliant with the Americans with Disabilities Act. BCDC has provided specific suggestions to the project applicant on how access could be improved for both the temporary event and in the long term.[A-BCDC-11]
- Additional measures are needed to ensure adequate public and visual access is provided along The Embarcadero during the AC34 events. Commercial kiosks should be sited and organized to ensure that they would not create obstructions, and placed where there is space for them. BCDC staff will need to approve the number and location of these uses and will seek the recommendation of the Design Review Board to ensure that they are consistent with BCDC laws and policies. [A-BCDC-12]

#### **Response PP-2a**

Comment A-BCDC-12 requests provision of public access consistent with BCDC laws and policies over several waterfront locations. The comment does not address the adequacy or accuracy of the EIR. The information will be forwarded to decision-makers.

Please see Chapter 11, which describes—among other changes—increased public access that would occur under the AC34 Project Variant in several of the locations requested by the commenter. As stated in Chapter 5, Section 5.2, Land Use, the proposed project would not physically divide an established community (the significance criterion specified by CEQA Guidelines Appendix G), and the impact would be less than significant. Similarly, the AC34 events would not conflict with the Waterfront Special Area Plan (SAP) to the extent that would result in a significant land use impact under CEQA. However, the Draft EIR discussion recognizes BCDC’s existing regulatory authority to determine the adequacy of the public access, including any provisions for appropriate number, size, and location of commercial kiosks. Any temporary kiosks installed for the AC34 events would adhere to the provisions of existing BCDC regulations. With respect to future long-term development of the Rincon Point Open Water Basin

and/or the Brannan Street Wharf Open Water Basin, the Draft EIR analysis concludes this would result in a significant and unavoidable land use impact.

Regarding kiosks and commercial carts along The Embarcadero, the comment does not address the adequacy or accuracy of the EIR or information contained therein. The information regarding BCDC review of these facilities will be forwarded to decision-makers. Please see Response PP-1, above, which reiterates that while BCDC will consider the information and analysis presented in this EIR, BCDC maintains independent authority in evaluating issues and implications of proposed amendment to BCDC plans and determinations for the AC34 and Cruise Terminal projects.

### **PP-2b, Dredging—Summary of Issues Raised by Commenters**

This response addresses all or part of the following comment:

A-BCDC-14

- According to the Long Term Management Strategy (LTMS), dredged materials should be beneficially reused, if possible, or disposed out of the Bay. The EIR should identify the reuse and/or disposal sites. The EIR does not discuss potential impacts on the LTMS program and disposal sites as a result of increased dredging activities. The plans and policies section of the EIR should state the limits on in-Bay disposal. If new marinas are constructed as a result of the project, cumulative impact analysis should include anticipated future dredging needs of those marinas and dredged disposal requirements. The Final EIR should include results of the DMMO-approved initial sampling and analysis plan. [A-BCDC-14]

### **Response PP-2b**

The comment requests that the EIR include an analysis of the location of dredged materials disposal, summarize the results of the sediment sampling, and include revisions to Chapter 4 to state the limits on in-Bay disposal.

In response to the comment, Chapter 4, Plans and Policies, page 4-3, the second paragraph, is revised as follows (deleted text is shown in ~~strike through~~ and new text is underlined):

Due to increased concerns about the amount of mounding of dredged materials and effects on navigation, fishing, and ecological resources in the Bay, the Corps, San Francisco Bay RWQCB, BCDC, and the State Water Resources Control Board developed the *LTMS Management Plan* to address the need for improved management and alternative disposal options for dredged materials in the San Francisco Bay region. Through 2012, in-Bay disposal from all sources is limited to 1.6 million cubic yards (mcy); beyond 2012, in-Bay disposal will be reduced to 1.2 mcy. The *LTMS Management Plan* provides specific mechanisms to ensure that existing laws and regulations concerning disposal of dredged materials in the Bay are consistently applied and coordinated. Through the approval process with the Dredged Material Management Office, the dredging required for the AC34 events would adhere to the LTMS Management Plan.

This revision does not change the analysis or conclusions presented in the EIR.

As stated in Chapter 5, Section 5.16, Hydrology and Water Quality, pages 5.16-62 and 5.16-63, disposal would be subject to requirements from the United States Army Corps of Engineers and Regional Water Quality Control Board (RWQCB) water quality certification. As part of the permitting process, the Dredged Material Management Office (DMMO) would determine the suitable disposal method for the dredged sediments based on the sampling information provided by the project sponsor, and the sponsor would be required to specify the planned disposal method and site. Given that the DMMO permitting process is ongoing, the disposal site has not yet been determined. Nonetheless, as stated on page 5.16-63, dredging and disposal would be undertaken with implementation of water quality control measures specified in permitting requirements, and impacts on water quality as a result of dredging would be less than significant.

Regarding the potential for required maintenance dredging and dredge materials disposal associated with future long-term development of marinas, impacts on water quality are discussed in Section 5.16, pages 5.16-84 through 5.16-86. Maintenance dredging associated with future long-term use is not analyzed in this EIR or included in resource agency permits. Additionally, such future dredging and dredged materials disposal would be undertaken pursuant to the LTMS plan and DMMO oversight and approval. As stated on page 5.16-85, water quality impacts related to dredging (as well as other activities) would be less than significant with implementation of water quality control measures mandated by regulatory requirements and implementation of Mitigation Measure M-LT-HY. Future long-term development projects would be subject to project-level environmental review, including analysis of potential conflicts with the LTMS Management Plan, as described in Response IO-5.

### **PP-2c, Bay Fill—Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-BCDC-07

A-BCDC-08

- BCDC will be required to review the amount of fill proposed for the project to determine whether it is the minimum necessary amount, that there is no alternative upland location for fill placement, and that fill is limited to water-oriented uses. BCDC may require fill removal elsewhere on the waterfront to offset this fill. The fill for the AC34 event, including at Piers 30–32, should be the minimum necessary for the event itself, and not for long-term development. [A-BCDC-07]
- Some proposed uses on barges in the bay and Aquatic Park—including helipads, satellite dishes, television screens, and other media operations—are not water-dependent and should be moved upland or on/within pier sheds wherever possible. [A-BCDC-08]

### **Response PP-2c**

The commenter requests that the project minimize bay fill—including temporary bay fill—and states that non-water-dependent uses proposed on temporary bay fill should be moved upland to the extent possible.

The comments are acknowledged. These comments do not relate to the accuracy or adequacy of the EIR. As stated in Chapter 4, Plans and Policies, page 4-16, BCDC is not bound to the impact significance determinations of the EIR, and will make its own determination regarding the suitability of the temporary bay fill proposed by the AC34 project:

While BCDC will consider the information and analysis presented in this EIR, the Commission maintains independent authority in evaluating issues and implications of proposed amendment to BCDC plans and determinations for the AC34 and Cruise Terminal projects. Ultimately, in order to approve the proposed uses and improvements, BCDC would need to find them to be consistent with the McAteer-Petris Act, the policies and findings of the Bay Plan and SAP, as amended, prior to approving BCDC permits to allow the implementation of improvements.

The proposed upgrades to Piers 30-32 for AC34 would include those necessary to host the AC34 events during 2012 and 2013. Any pier strengthening or other fill at Piers 30-32 that would support long-term development would be subject to project-level environmental review and approval. This EIR discusses those long-term improvements at a conceptual level.

In addition, please see Chapter 11, which describes changes to the AC34 event venues under the AC34 Project Variant. These changes include the reduction in bay fill and relocation of some non-water-dependent uses to upland locations.

#### **12.5.4 Inclusion of Other Plans [PP-3]**

This topic is further subdivided into the following sub-topics:

- PP-3a, Federal Plans
- PP-3b, Regional and Local Plans
- PP-3c, Northeast Waterfront Study

#### **PP-3a, Federal Plans—Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-NPS2-20

A-NPS2-46

- NPS regulations and policies are not adequately presented in the Executive Summary on page 1-11, nor in the document as a whole. Please include NPS Management Policies 2006; NPS Directives Order-12; NPS Organic Act of 1916; General Authorities Act of 1970 with amendments of 1978; GGNRA enabling legislation of 1972; SAFR enabling legislation; International Migratory Bird Act; the Code of Federal Regulations, especially 36CFR; and Local Compendium of Federal Regulations [A-NPS2-20]
- The list of federal plans and policies is inadequate. It should include 1993 Alcatraz Development Concept Plan EA/FONSI, Presidio Trust Management Plan and General Amendment, 1999 Golden Gate National Recreation Area Natural Resource Management Plan, Crissy Field EA, 2001 Vegetation Management Plan, Presidio of San Francisco, 2001 Alcatraz Island Historic Preservation and Safety Construction Program, and the

Endangered Species Act, Migratory Bird Treaty Act, Marine Mammal Protection Act, Magnuson-Stevens Fishery Conservation and Management Act and Essential Fish Habitat Designation, Airborne Hunting Act, and the Park Compendium for Golden Gate National Recreation Area. The Organic Act should be correctly quoted—"wildlife" should be two words. The EIR should also cite the GGNRA enabling legislation to provide additional legal framework. [A-NPS2-46]

### Response PP-3a

The comments state that the EIR does not adequately include or address federal policies or regulations.

Federal plans, policies, and regulations applicable to the proposed project are described in Chapter 4, Plans and Policies, pages 4.2 through 4.7.

The NPS Organic Act of 1916 and NPS Management Policies 2006 are described on pages 4-3 through 4-5. In response to Comment A-NPS2-46, the first sentence of the last paragraph of page 4-3 is revised as follows to make "wildlife" one word (deleted text is shown in ~~striketrough~~ and new text is underlined):

By enacting the *NPS Organic Act of 1916* (Organic Act), Congress directed the U.S. Department of the Interior and the NPS to manage units "to conserve the scenery and the natural and historic objects and wild life therein and to provide for the enjoyment of the same in such a manner and by such a means as will leave them unimpaired for the enjoyment of future generations."

This revision does not change the analysis or conclusions presented in the EIR.

Please note that the separation of "wildlife" into two words, "wild life," conflicts with the quotation of the Organic Act that is provided on page 3 of NPS Directives Order-12, described below.<sup>2</sup>

The commenter also requests inclusion of additional plans, policies, and legislation in the Executive Summary and Chapter 4. Additional plans and policies are not discussed in the Executive Summary because the summary is a brief overview of the EIR. In response to the comment, the following text is inserted in Chapter 4, page 4-5, before the heading "General Management Plan – Golden Gate National Recreation Area" (deleted text is shown in ~~striketrough~~ and new text is underlined):

#### **NPS Directives Order-12**

The National Environmental Policy Act (NEPA), passed by Congress in 1969 and effective January 1, 1970, established the environmental policies of the United States and mandated

<sup>2</sup> National Park Service, *The DO-12 Handbook*, available online at <http://planning.nps.gov/document/do12handbook1.pdf>, no date.



that every federal agency prepare a study of the impacts of federal actions having a significant effect on the environment. NEPA also created the Council on Environmental Quality (CEQ), which is an agency of the President's office that is the caretaker of NEPA. CEQ published NEPA regulations in 1978 (40 CFR 1500–1508) and added to them in 1981. Federal agencies are to review and update these regulations as necessary.

Directives Order-12 (DO-12) is the most recent update of the National Park Service's NEPA handbook, and most of the sections derive from the CEQ or Department of the Interior NEPA guidelines. DO-12 provides an overview of the NEPA process and required steps for proper environmental review pursuant to NEPA. The AC34 events are subject to NEPA and are undergoing NEPA environmental review through a separate, concurrent process.<sup>3</sup>

### **Golden Gate National Recreation Area (GGNRA) Enabling Legislation**

In 1972, Congress established the GGNRA through enabling legislation "to preserve for public use and enjoyment certain areas of Marin and San Francisco Counties, California, possessing outstanding natural, historic, scenic and recreational values." The legislation allocated \$120 million for land acquisition and development. It granted the Secretary of the Interior authority to manage resources in a manner that would provide for "recreation and educational opportunities consistent with sound principles of land use planning and management." The legislation established the boundaries of the GGNRA, granted land acquisition and disposal authority, and set forth use, occupation, and/or transfer obligations of Fort Baker, Baker Beach, Crissy Field, Fort Mason, Alcatraz, and other lands from the Secretary of the Army and Navy to the Secretary of the Interior.

### **San Francisco Maritime National Historical Park Act of 1988**

The San Francisco Maritime National Historical Park Act of 1988 established the San Francisco Maritime National Historical Park (SAFR) as a unit of the National Park System. The act transferred vessels and maritime artifacts to SAFR from the GGNRA, and GGNRA boundaries were revised to exclude SAFR. The act permits the Secretary of the Interior to lease park property, including vessels; charge entrance fees to ships; and acquire land within the park. It also authorizes the Secretary to charge entrance fees to the ships.

### **Code of Federal Regulations, Title 36, and Superintendent's Compendium of Federal Regulations**

The regulations that govern all national parks, including Golden Gate National Recreation Area (including Alcatraz Island), Fort Point National Historic Site, and Muir Woods National Monument, are encompassed in Title 36 of the Code of Federal Regulations (CFR). The regulations "establish the proper use, management, government, and protection of persons, property, and natural and cultural resources within areas under the jurisdiction of the National Park Service." The regulations also allow the Superintendent to promulgate

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<sup>3</sup> National Park Service, *The DO-12 Handbook*, available online at <http://planning.nps.gov/document/do12handbook1.pdf>, no date.

local regulations specific to each national park The GGNRA 2010 Superintendent's Compendium establishes schedules for visiting hours, public use limits, and closures.

### **Site-Specific GGNRA Plans**

Additional site-specific GGNRA plans are described below for informational purposes.

#### **Crissy Field Plan / Environmental Assessment / FONSI**

The Crissy Field Plan, according to the summary published in 1996, was formulated to restore the tidal marsh, improve the shoreline promenade, and restore the airfield and beach.<sup>4</sup> These improvements were completed in 2001. The Crissy Field Plan did not envision current planning efforts, such as AC34 spectator venues. For example, the Crissy Field Plan stated that Crissy Field would no longer host large events. Therefore, the size of spectator crowds on peak race days may conflict with the Crissy Field Plan.

#### **1993 Alcatraz Development Concept Plan EA / FONSI**

Management and use of Alcatraz Island has been guided by a Development Concept Plan (DCP), which was completed in 1993. An Environmental Assessment (EA) was prepared to evaluate the DCP's effects on historic resources, biological resources, human health and safety, and park visitation, among other considerations. A Finding of No Significant Impact (FONSI) was approved in 1993. Mitigation measures to safeguard breeding bird populations, included timing and location restrictions for proposed construction activities, were foreseen at that time and approved in the adopted EA. The document did not address the hosting of evening private events inside the cell house.

#### **Alcatraz Island Historic Preservation and Safety Construction Program EIS / ROD**

The NPS completed an Environmental Impact Statement (EIS) for the Alcatraz Island Historic Preservation and Safety Construction Program in 2002. The purpose of that program was to protect the public health and safety of the visitors to Alcatraz, preserve the National Historic Landmark District, and implement the needed repairs in a manner that minimizes impacts on biological resources. The project is being completed in phases. The document did not address the hosting of evening private events inside the cell house, which will be analyzed in the concurrent NEPA process for the AC34 project.

This revision does not change the analysis or conclusions presented in the EIR.

Regarding the commenter request for listing of other plans, policies, and regulations, Chapter 4 is not intended to be an exhaustive list of all regulations pertinent to the AC34 events. As stated in the first paragraph on page 4-1, "Although many of the plans and policies relate to regulations under the jurisdiction of these agencies, the primary discussion of regulations pertinent to the proposed AC34 and Cruise Terminal projects and their environmental effects are included in Chapter 5 under the regulatory framework subsection of each environmental topic." Some plans

<sup>4</sup> National Park Service (NPS) and Golden Gate National Parks Association, *Summary of the Proposed Crissy Field Plan: Nature, History, and Recreation: Fulfilling the Promise of Crissy Field*, June 1996.

that broadly apply to the project sites but do not have specific policies or regulations pertinent to analysis of environmental impacts under a CEQA analysis were not included in either Chapter 4 or in the regulatory setting under each topic in Chapter 5.

The following legislation or regulations noted by the commenter are described in the applicable sections of Chapter 5:

- National Park Service Management Policies 2006 (Section 5.5, Cultural and Paleontological Resources, page 5.5-65; Section 5.11, Recreation, page 5.11-28)
- Federal Endangered Species Act (Section 5.14, Biological Resources, pages 5.14-17 and 5.14-73)
- Migratory Bird Treaty Act (Section 5.14, Biological Resources, page 5.14-17)
- Marine Mammal Protection Act (Section 5.14, Biological Resources, pages 5.14-18 and 5.14-75)
- Presidio Trust Management Plan (Section 5.11, Recreation, page 5.11-29; Section 5.14, Biological Resources, page 5.14-19)
- Magnuson-Stevens Fishery Conservation and Management Act and Essential Fish Habitat Designation (Section 5.14, Biological Resources, page 5.14-74)

Please also see Response BIU-3 in Section 12.19, Biological Resources, Upland, for text additions addressing National Park Service regulations.

### **PP-3b, Regional and Local Plans—Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-NPS2-45

A-Belvedere-08

- The plans and policies section should include the Golden Gate Bridge, Highway and Transportation District Annual Financial Report. [A-NPS2-45]
- The plans and policies section should reference the City of Belvedere's jurisdiction and the City's Zoning Ordinance because a portion of the race area is identified as within the City limits. BCDC's Richardson Bay Special Area Plan should also be included. [A-Belvedere-08]

### **Response PP-3b**

The comments request discussion of regional agency and local agency plans and policies.

Regarding the plans and policies of the Golden Gate Bridge, Highway and Transportation District (GGBHTD), Chapter 4 does not discuss regional transportation agency plans or policies. As stated in Chapter 5, Section 5.6, Transportation and Circulation, page 5.6-1, the transportation section of the EIR includes "a description of applicable transportation regulations and policies." Please see Section 5.6.2, Regulatory Framework, on page 5.6-35. Please also see page 5.6-24, which

describes GGBHTD as the operator of Golden Gate Transit, which is the entity that provides bus service between the North Bay and San Francisco.

In response to the comment, the following text is added in Section 5.6, page 5.6-35, before the heading “San Francisco Bay Trail Plan” (deleted text is shown in ~~striketrough~~ and new text is underlined):

**Golden Gate Bridge, Highway and Transportation District Short-Range Transit Plan**

The Short-Range Transit Plan (SRTP) for Fiscal Years 2008-2017 consists of an overview of the Golden Gate Bridge, Highway and Transportation District transit system, including history and current status, a service and systems evaluation, an operations plan, an operations budget and a capital improvement program. The development of the SRTP is the principal process for creation and modification of GGBHTD transit service goals, objectives, measures, and standards. These measures and standards are applied to the Golden Gate Transit bus system, Golden Gate ferry system, and individually to all regional bus and ferry routes under GGBHTD control.

This revision does not change the analysis or conclusions presented in the EIR.

Regarding the race area, please see Chapter 11. As stated there, the race area as refined under the AC34 Project Variant is located outside the jurisdiction of the City of Belvedere, pulled back further from Richardson Bay. The proposed project’s impacts on secondary viewing areas, including Richardson Bay and Belvedere, are addressed throughout Chapter 5 of the EIR. In response to the comment, the following text is added in Chapter 4, page 4-16, before the header “San Francisco Bay Subtidal Habitat Goals” (deleted text is shown in ~~striketrough~~ and new text is underlined):

**Richardson Bay Special Area Plan**

BCDC’s Richardson Bay Special Area Plan was adopted in 1984 as an inter-jurisdictional plan of Belvedere, Mill Valley, Sausalito, Tiburon, Marin County, and BCDC to protect the natural resources, use for water and water-oriented purposes, restoration of degraded tidal wetlands, and provision of public access along its shoreline. The plan sets forth policies to protect open water marshes and harbor seal haul-out areas. It advocates for urban runoff control and design of sewage treatment facilities to accommodate wet weather flows, as well as erosion and sediment control measures. In addition, the plan provides recommendations for navigational aids, tidal restoration and marsh enhancement, maintenance dredging, and soils disposal. The plan advocates for unified public access along the periphery of the Bay, protection of sandy beaches, and provision of public amenities. Specifically, the plan states that Richardson Bay should be designated as a No Discharge Area by EPA, that local governments should petition the Coast Guard to establish anchorage and mooring areas, and

that marsh and tidal circulation areas should be maintained or restored. The proposed project would not conflict with the provisions of the plan.<sup>11c</sup>

This revision does not change the analysis or conclusions presented in the EIR.

### **PP-3c, Northeast Waterfront Study—Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

O-ACEC-343

O-ACEC-344

I-Paul-14

I-Paul-15

- The EIR fails to acknowledge and include any analysis of Asian Neighborhood Design's *A Community Vision for San Francisco's Northeast Waterfront*. The EIR should include a complete analysis of the proposed project in the context of this study's recommendations and the difference between this study and the San Francisco Planning Department's *Northeast Embarcadero Study*. [A-ACEC-343, A-ACEC-344, I-Paul-14, I-Paul-15]

### **Response PP-3c**

The commenters state that the EIR fails to include any analysis of the proposed project in the context of Asian Neighborhood Design's *A Community Vision for San Francisco's Northeast Waterfront*. The commenters provide a list of specific recommendations of this plan and state that the EIR "must analyze" each recommendation and state the next steps to implement them.

Initiated in May 2009 and completed in May 2010, the San Francisco Planning Department's *Northeast Embarcadero Study* aims to guide the development of properties along the west side of The Embarcadero to create a strong public realm that connects the city to the waterfront and strengthens the linear promenade on the west side of The Embarcadero.

On July 8, 2010, the Planning Commission acknowledged the work of staff in completing the *Northeast Embarcadero Study* and recognized the design principles and recommendations of the study for public realm improvements and new development in the area. The Commission also urged the Port of San Francisco to consider the principles and recommendations of the *Northeast Embarcadero Study* when considering proposals for new development in the study area and when considering public infrastructure improvements in the study area.

Given that the proposed project would not involve permanent urban design improvements to the west side of The Embarcadero, the document is not included in the plans and policies or land use sections of the EIR. Instead, as stated on page 4-23, the *Northeast Waterfront Area Plan*, which is an

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<sup>11c</sup> Richardson Bay Special Area Plan, available online: <http://www.bcdc.ca.gov/pdf/planning/plans/rbsap/rbsap.pdf>, April 1984.

area plan adopted as part of the City's General Plan, guides growth and development along the northeastern waterfront. This plan is implemented by the San Francisco Planning Code (see EIR page 4-25).

Separately, a citizens group prepared its own study, entitled *A Community Vision for San Francisco's Northeast Waterfront*, which was completed in February 2011.<sup>5</sup> That citizen group's study is the subject of the comments. According to Planning Department documents, this plan was presented to the San Francisco Planning Commission in an informational session on July 7, 2011. No Commission action was taken with regard to the plan.

As stated in Chapter 4, Plans and Policies, on page 4-1, "this chapter provides a summary of the plans and policies of the City and County of San Francisco, and regional, state, and federal agencies that have policy and regulatory control over the project sites." Although the Planning Department recognizes the efforts involved in preparation of *A Community Vision for San Francisco's Northeast Waterfront* and will continue to coordinate with the local community and stakeholder groups regarding any future development in the area, this document is not an adopted policy document regulating the northeast waterfront area of the city.

Moreover, *A Community Vision for San Francisco's Northeast Waterfront* is not a cumulative project because it does not include a development proposal. Instead, it is a community vision document with recommendations for future actions. Page 45 of this vision document states that an Implementation Plan must be developed and funding sources identified. It also states that the provisions of the document should be readdressed as the America's Cup project is further defined.

This EIR is environmental analysis, pursuant to CEQA, of the proposed 34th America's Cup and James R. Herman Cruise Terminal and Northeast Wharf Plaza project. It is beyond the scope of this analysis to identify implementation steps for *A Community Vision for San Francisco's Northeast Waterfront*. A copy of the community vision document is included in the reference set of this EIR, which is available for review at the Planning Department.

### 12.5.5 Public Trust and Commercial Fishing [PP-4]

This response addresses all or part of the following comment:

I-Gross-3

- The EIR does not provide a meaningful discussion of how the proposed project would fulfill Public Trust obligations. Further, the EIR fails to discuss how the proposed project would meet Public Trust obligations related to commercial fishing—commercial herring fishing, specifically, including from long-term development rights. There is no indication that long-term leases would include provisions guaranteeing fishermen access to fishing grounds covered by such leases. [I-Gross-3]

<sup>5</sup> Asian Neighborhood Design, *A Community Visions for San Francisco's Northeast Waterfront*, February 2011.

## Response PP-4

The commenter states that the Draft EIR fails to discuss how the proposed project would meet Public Trust obligations, as well as how the proposed project would affect other Public Trust uses, specifically commercial herring fishery uses.

As stated in Chapter 4, Plans and Policies, page 4-7, Public Trust lands are those that are held for the people of California for the purposes of maritime commerce, navigation, and fisheries. Further, as stated on page 4-8, “General office, housing and non-water related industrial uses with no rail or water connection” are generally considered to be inconsistent with the Public Trust. Given the maritime uses that would occupy waterfront sites during the AC34 events, and given the maritime use associated with the cruise terminal, the project does not appear to conflict with Public Trust obligations. However, as stated at the bottom of page 4-8, final consistency determinations would be made by the Port Commission in consultation with the State Lands Commission.

As further stated on pages 4-8 and 4-9, long-term development would also require determination of consistency with the Public Trust. Under the AC34 Host Agreement, the only potential long-term development sites that comprise submerged lands are those sites that would be considered to be developed as marinas under the future long-term development scenario, which was analyzed at a conceptual level in the EIR. Given that marinas are water-dependent uses, such uses would appear to be consistent with the Public Trust. To the extent the needs of other water-oriented Public Trust uses also need to be considered, this issue would be included in the review conducted by the Port Commission in consultation with the State Lands Commission. In addition, as stated on page 4-9, under the Host Agreement, State Lands Commission review would be required to determine whether future long-term development of Seawall Lot 330 is consistent with the Public Trust. Please also see description of the New AC34 Project Alternative in Chapter 11, which includes modifications to the long-term development scenario.

Regardless, the projects developed pursuant to the future long-term development scenario would undergo project-specific environmental review if and when such project-specific development proposals are put forth. As stated on page 4-9, the Host Agreement provides that long-term development of Port piers would require a determination of consistency with the Public Trust by the State Lands Commission. During the approvals processes for such projects, final consistency with Public Trust obligations would be made by the Port in consultation with the State Lands Commission.



## 12.6 Impact Overview

### 12.6.1 Overview of Comments on Impact Overview

The comments and corresponding responses in this section cover topics in Chapter 5, Section 5.1, Impact Overview, of the EIR. These include topics related to:

- IO-1, Scope of the Analysis
  - IO-1a, General Scope Concerns
  - IO-1b, Specific Scope Concerns
  - IO-1c, Geographic Scope
- IO-2, Significance Criteria and Significance Determinations
- IO-3, Analysis of Secondary Viewing Areas
  - IO-3a, Land-Based Spectators
  - IO-3b, Water-Based Spectators
- IO-4, Mitigation Measures
  - IO-4a, General Mitigation Measures
  - IO-4b, Enforcement of Mitigation Measures
  - IO-4c, Deferral of Mitigation and Relationship to Implementation Plans
- IO-5, Project-Level Analysis of AC34 Events and Conceptual Analysis of Long-Term Development Rights
- IO-6, Cumulative Impacts

### 12.6.2 Scope of the Analysis [IO-1]

This topic is further subdivided into the following sub-topics:

- IO-1a, General Scope Concerns
- IO-1b, Specific Scope Concerns
- IO-1c, Geographic Scope

#### IO-1a, General Scope Concerns—Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

O-GGAS1-01

O-MAS-01

O-TIRN2-05

- The EIR is incomplete. It is a plan in the process of being made. There is an inadequate description of impacts and the number of people that would visit each site. [O-GGAS1-01]
- The Marin Audubon Society recommends that the Draft EIR be re-released to allow for more complete description of the various project components, impacts, and mitigation measures. [O-MAS-01]
- The Draft EIR is inadequate in describing, assessing, and mitigating the environmental impacts of the proposed projects and programs. [O-TIRN2-05]

## Response IO-1a

This group of comments generally expresses concerns about the overall scope and adequacy of the impact analysis in the EIR. Commenters do not provide any specific examples or substantiation for these assertions. Chapter 5, Section 5.1, of the EIR presents an overview of the scope of the impact analysis. As stated in this section, the EIR addresses the full range of environmental topics identified in CEQA Guidelines Appendix G as well as additional topics required by the San Francisco Planning Department as provided for under Chapter 31 of the San Francisco Administrative Code. There are 18 resource areas that are analyzed for potential impacts of the proposed projects: Land Use, Aesthetics, Population and Housing, Cultural and Paleontological Resources, Transportation and Circulation, Noise and Vibration, Air Quality, Greenhouse Gas Emissions, Wind and Shadow, Recreation, Utilities and Service Systems, Public Services, Biological Resources (Upland and Marine), Geology and Soils, Hydrology and Water Quality, Hazards and Hazardous Materials, Mineral and Energy Resources, and Agriculture and Forest Resources. The analysis of impacts is based on the detailed and thorough project description of the two proposed projects provided in Chapter 3 of the EIR. The project description in Chapter 3 and impact analysis and identification of mitigation measures in Chapter 5 are completed in full compliance with CEQA Guidelines Article 9, contrary to the assertions of Comments O-MAS-01 and O-TIRN2-05. Please see Response IO-1b, below, regarding shorebird habitat. In response to Comment O-GGAS1-01, please see Response IO-3a, which explains that the project description and Appendix PD clearly identify the number of visitors expected at each project site and secondary viewing area.

## IO-1b, Specific Scope Concerns—Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-NPS1-02  
A-MBOS-02

O-MAS-01  
I-Intrator-02

I-Seely-01  
I-Thompson-01

- To mitigate impacts on NPS resources and visitors, the document will need to address impacts of helicopter noise on sensitive resources, enjoyment of visitors to parklands, impacts of crowds, impacts on visitor safety, access, potential damage to earthwork batteries, fragile dune vegetation, and other sensitive natural and cultural resources. [A-NPS1-02]
- It is critical that attention is given to managing increased vehicular, pedestrian, and bicycle traffic; to promoting the use of public transit; to planning for crowd control and providing sufficient restroom facilities and trash receptacles in appropriate locations; to evaluating greenhouse gas emissions; and to mitigating impacts on Marin County parks and open space. [A-MBOS-02]
- The EIR should address a broader array of wildlife species. [A-MAS-02]
- The EIR should deal with all aspects of nearly two months of daily races in 2013, i.e., garbage, neighborhood encroachment by onlookers, Coit Tower, boaters and ferry users, aquatic life and organisms in the Bay. [I-Intrator-02]

- Has the Commission addressed the larger environmental issue of what impact hundreds of thousands of people coming to the city will have on the quality of life of its residents? [I-Seely-01]
- The Planning Department should develop specific details about protecting air quality from dirty diesel exhausts, water quality from more litter, and the eco-sensitive shoreline at Crissy Field and habitats in the Presidio. [I-Thompson-01]

## Response IO-1b

To respond specifically to the scope issues raised in Comment A-NPS1-02, impacts of helicopter noise are discussed in EIR Chapter 5, Section 5.7, and in this chapter, Section 12.12; enjoyment of visitors to parklands, impacts of crowds, and impacts on visitor safety are discussed in EIR Chapter 5, Section 5.11, and in this chapter, Section 12.16; impacts of potential damage to earthwork batteries and cultural resources are discussed in EIR Chapter 5, Section 5.5, and in this chapter, Section 12.10; and impacts on fragile dune vegetation and other sensitive natural resources are discussed in EIR Chapter 5, Section 5.14, and in this chapter, Section 12.19. Mitigation measures for significant impacts are identified in all of the aforementioned sections. As discussed in Chapter 3, Project Description the City and County of San Francisco, in consultation with the Event Authority, would develop a number of event-related implementation plans to support AC34 during both the 2012 and 2013 events. This would include a People Plan, Zero Waste Plan (also known as Waste Management Plan), and Water and Air Traffic Plan. Please see updated description of these implementation plans in Section 11.2.1.

To respond specifically to the issues raised in Comment A-MBOS-02, impacts of increased vehicular, pedestrian, and bicycle traffic and use of transit are discussed in EIR Chapter 5, Section 5.6, and in this chapter, Section 12.11; crowd control and impacts on parks are discussed in EIR Chapter 5, Section 5.11, and in this chapter, Section 12.16; and restroom and trash receptacles are discussed in EIR Chapter 5, Section 5.12, and in this chapter, Section 12.17. Mitigation measures for significant impacts are identified in all of the aforementioned sections.

Comment O-MAS-01 also requests that the EIR address a broader array of wildlife species. The EIR recognizes that the Bay is important habitat for migrating and resident birds. The EIR's primary responsibility is to identify sensitive wildlife (as opposed to all wildlife) because impacts on these would be significant under CEQA. The EIR analysts considered impacts on birds under "Movement of Native Wildlife Species" in EIR Chapter 5.14, Section 5.14.3.3, page 5.14-37.

To respond specifically to the issues raised in Comment I-Intrator-02, the impact analysis of the AC34 operations is based on the AC34 schedule shown in Chapter 3, Table 3-1, which indicates that in 2013 there would be up to 50 race days during the summer and fall. Impacts related to solid waste are discussed in EIR Chapter 5, Section 5.12, and in this chapter, Section 12.17; impacts on land use and adjacent neighborhoods are discussed in EIR Chapter 5, Section 5.2, and in this chapter, Section 12.7; impacts on public parks, such as Coit Tower and recreational boating, are discussed in EIR Chapter 5, Section 5.11, and in this chapter, Section 12.16; impacts on ferry users are discussed in EIR Chapter 5, Section 5.6, and in this chapter, Section 12.11; and impacts on aquatic life and organisms in the Bay are discussed in EIR Chapter 5, Section 5.14, and

in this chapter, Section 12.20. Mitigation measures for significant impacts are identified in all of the aforementioned sections. As described in the EIR, it is expected that impacts associated with the race events would generally occur at the venues sites, with additional impacts occurring at the secondary viewing locations where there are viewing opportunities at publicly accessible locations. In addition, there could also be indirect impacts at adjacent neighborhoods during some of the peak event days, specifically transportation impacts as discussed in EIR Chapter 5, Section 5.6 and in Section 12.11 of this chapter. However, it should be noted that the EIR generally focuses on impacts of the reasonable “worst-case” scenario, which is expected to occur in the immediate vicinity of the AC34 venues; impacts on nearby neighborhoods would be less than those identified at the venue sites. While the duration of the AC34 2013 events would be two months, the intensity of these impacts, including impacts on neighborhoods in the vicinity of the AC34 venues, would be much less for a large part of that time, particularly on non-race days.

Comment I-Seely-01 inquires about impacts of the AC34 visitors and spectators on the quality of life of residents. The EIR addresses “quality of life” in the context of physical environmental impacts in the 18 resource areas described above, and Chapter 5 analyzes the impacts of AC34 operations in all 18 resource areas.

To respond specifically to the issues raised in Comment I-Thompson-01, impacts on air quality are discussed in EIR Chapter 5, Section 5.8, and in this chapter, Section 12.13; impacts on water quality from litter are discussed in EIR Chapter 5, Section 5.16, and in this chapter, Section 12.22; and impacts on shoreline habitats in Crissy Field and sensitive habitats at the Presidio are discussed in EIR Chapter 5, Section 5.14, and in this chapter, Section 12.19. Mitigation measures for significant impacts are identified in all of the aforementioned sections.

### **IO-1c, Geographic Scope—Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-NPS2-09	A-NPS2-154	A-Belvedere-02
A-NPS2-144	A-NPS2-177	I-Boken-02
A-NPS2-149	A-NPS2-211	

- Please consider the entire impact area, not just the area in the immediate vicinity of an event. The Draft EIR should include a scope of the affected NPS areas much broader than identified in the Notice of Preparation, including Alcatraz, Fort Mason, Crissy Field, Fort Point National Historic Site, Golden Gate Plaza and trail connections, the Presidio coastal trail and bluffs, Fort Baker and Lime Point, Marin Headlands, and areas of the San Francisco Maritime National Historical Park (including Hyde Street and Municipal Piers). The EIR should study site-specific resource concerns for a wide geographical area surrounding the above locations to account for indirect effects of the AC34 project. [A-NPS2-09, A-NPS2-144, A-NPS2-149, A-NPS-154, A-NPS2-177, A-NPS2-211]
- The City of Belvedere requests that the EIR describe the impacts on Belvedere and the greater Tiburon Peninsula resulting from the AC34 events as part of the project area. [A-Belvedere-02]
- Nowhere in the EIR is Treasure Island listed as a potential secondary venue. [I-Boken-02]

## Response IO-1c

The geographic scope of the impact analysis in the EIR is determined on a resource-by-resource basis and, consistent with CEQA Guidelines Section 15064, covers sufficient area to determine both direct physical changes and foreseeable indirect physical changes that would occur with implementation of the proposed projects. In general, the project location figures in Chapter 3, Project Description, identify the geographic extent of the impact areas, but the setting section and associated graphics under each resource topic provides the details of the area of concern for that specific resource. For example, the land use analysis considers the specific land uses at each of the project sites as well as at adjacent and other land uses in the vicinity; as described in Chapter 5, Section 5.2, pages 5.2-1 to 5.2-19, this geographic area encompasses all of San Francisco's northern and northwestern waterfront, the Central Bay, and southern Marin County and includes the areas described in Comment A-NPS2-144 (i.e., Alcatraz, Fort Mason, Crissy Field, Fort Point National Historic Site, Golden Gate Plaza and trail connections, the Presidio coastal trail and bluffs, Fort Baker and Lime Point, Marin Headlands, the San Francisco Maritime National Historical Park, Hyde Street and Municipal Piers). Similarly, all other impact topics cover this same generalized geographic setting, though with particular focus on resources that are rare or unique to the area and would be affected by the project (CEQA Guidelines Section 15125).

The EIR addresses potential impacts of the AC34 events on Belvedere and the greater Tiburon Peninsula in the context of secondary viewing areas (see Chapter 5, Section 5.1, pages 5.1-4 to 5.1-9). None of the AC34 project sites are proposed to be located on the Tiburon Peninsula, including the City of Belvedere, so no direct impacts associated with construction or operation of the AC34 events and facilities are expected to occur in this area. In addition, the maximum perimeter of the race course area does not extend into Belvedere city limits (see Section 12.4, Response PD-3). However, due to the proximity of the Tiburon Peninsula to the race area in the Central Bay and possible viewing opportunities, Belvedere is identified in the Draft EIR as a secondary viewing area where there is potential for visitors and spectators to gather. Potential impacts on Belvedere are discussed throughout Chapter 5 where there is a potential for indirect impacts to occur at secondary viewing areas.

It should be noted that, as described in Chapter 11, since publication of the Draft EIR, the AC34 project sponsors have identified a "primary race area" (see Figure 11-1) within which the AC34 races would likely occur under the AC34 Project Variant. This primary race area is substantially reduced compared to the maximum race area identified in the Draft EIR and located in the southern portion of the race area, along San Francisco's northern shoreline; the actual distance from Belvedere to the primary race area is more than 2 miles. Given this distance and the greater possibilities of intervening obstructions (such as spectator boats in the Bay), opportunities to view the races from Belvedere would likely be less than that described in the Draft EIR and associated indirect impacts would also be less.

Regarding Comment I-Boken-02, as stated on EIR page 5.1-7, "Outside of mainland San Francisco, the north and west sides of Treasure Island would offer broad viewing areas of the race area available to the public, although depending on the actual location of the race course, the distance could be greater than one mile."

## 12.6.3 Significance Criteria and Significance Determinations [IO-2]

### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-NPS2-07

A-NPS2-08

O-TIRN1-01

- The EIR only analyzes impacts for subjects where the CCSF has identified a significance threshold. Despite no specific applicable significance thresholds, unmitigated impacts from AC34 on NPS resources in many cases fall clearly into the definition of “significant” provided in CEQA. Please expand the analysis to include effects on resources where there is a potential for significant impact but no thresholds exist. [A-NPS2-07]
- NPS analysts disagree with many of the Draft EIR findings that an effect on NPS resources or values would not be significant and therefore mitigation is not required. [A-NPS2-08]
- The Draft EIR does not go far enough to protect the Bay Area’s air and water and marine life from the effects of the crowd, marine vessels, and waterfront development. [O-TIRN1-01]

### Response IO-2

Although the City and County of San Francisco (CCSF) has not formally adopted significance standards, the San Francisco Planning Department has developed thresholds of significance for general use in the determination of the significance of environmental effects consistent with CEQA Guidelines Section 15064.7. These significance criteria are listed in Chapter 5 of the EIR under each of the 18 resource areas.

As described in Chapter 5, Section 5.1, page 5.1-2, the impact significance criteria used in this EIR are based on San Francisco Planning Department guidance regarding the environmental effects to be considered significant. This guidance is, in turn, based upon CEQA Guidelines Appendix G and the Planning Department’s Initial Study checklist, with some modifications. In cases where potential environmental issues associated with the projects are identified, but are not clearly addressed by the guidance listed above, additional impact significance criteria are presented. The Planning Department has determined that the significance criteria and thresholds presented in the EIR satisfy CEQA requirements, including CEQA Guidelines Section 15065(a) regarding mandatory findings of significance, and that use of these significance criteria in the EIR provides the local decision-makers in San Francisco with comprehensive disclosure of the physical environmental effects of the projects and adequate information to make a decision on the proposed projects.

Response INT-2 in Section 12.3 of this document describes the concurrent environmental review process on the AC34 events and facilities being conducted by federal agencies under the National Environmental Policy Act (NEPA) for the AC34 events that would affect federal resources or would occur within federal agencies’ jurisdictions. As part of this process, the NEPA environmental review and documentation include other criteria and thresholds specific to environmental review of resources on federal lands. The NEPA environmental documentation is

intended to fulfill the needs of federal decision-makers with respect to approvals or issuance of federal permits required for the AC34 events.

The “Approach to Analysis” sub-section that follows the listing of significance criteria describes the general approach and methodology used to apply the significance criteria in evaluating the impacts of the project. The methodology provides the basis for the impact analysis, which could be either qualitative or quantitative, relative to the significance criteria. The methodology identifies use of applicable regulatory guidelines, thresholds, or standards, or in some cases, accepted professional practices or protocols used to assess the nature and severity of environmental impacts and to determine whether or not an impact is deemed “significant.” For impacts that are determined to be significant or potentially significant, the EIR identifies feasible mitigation measures to reduce the severity of impacts.

CEQA Guidelines Section 15064(b) acknowledges that “the determination of whether a project may have a significant effect on the environment calls for careful judgment on the part of the public agency involved, based to the extent possible on scientific and factual data.” Although Comment O-TIRN1-01 disagrees with level of protection for air quality, water quality, and marine biological resources identified in the Draft EIR, it is the professional judgment of the Planning Department that appropriate significance criteria and significance determinations were applied in the assessment of impacts on air quality, water quality, and marine biological resources and that identified mitigation measures in these resource areas would reduce the severity of impacts on these resources. As stated above, the determinations of significance are based on applicable regulatory guidelines, thresholds, or standards, which for these resource areas include the Bay Area Air Quality Management District CEQA Guidelines for air quality, California Regional Water Quality Control Board regulations for water quality, and federal and state statutes protecting sensitive species and habitats for biological resources. The specific impacts, significance determinations, and feasible mitigation measures for air quality, water quality, and marine biological resources impacts are described in detail in Chapter 5, Sections 5.8, 5.16, and 5.14, respectively.

The San Francisco Planning Department acknowledges Comment A-NPS2-08 that the NPS disagrees with many of the significance determinations presented in the Draft EIR. Responses to NPS comments on specific impact determinations explaining the basis and rationale for the significance conclusions in the EIR are included in this document under those specific resource topics as follows: land use impacts in Section 12.7, transportation impacts in Section 12.11, noise impacts in Section 12.12, air quality impacts in Section 12.13, public services impacts in Section 12.18, and biological resources impacts in Section 12.19.

## 12.6.4 Analysis of Secondary Viewing Areas [IO-3]

This topic is further subdivided into the following sub-topics:

- IO-3a, Land-Based Spectators
- IO-3b, Water-Based Spectators



### IO-3a, Land-Based Spectators—Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-SFPC-Moore-03  
O-ACEC-276

O-ACEC-277  
O-GGAS2-08

O-MAS-04  
O-RBACS-03

- The event description does not analyze the actual effects on the surrounding neighborhoods. [A-SFPC-Moore-03]
- Please justify the conclusion that spectators will not congregate at Inspiration Point in the Presidio. [O-ACEC-276]
- The Draft EIR is inadequate throughout in assessing potential impacts on Angel Island. [O-ACEC-277]
- The Draft EIR fails to adequately assess or mitigate impacts at secondary viewing areas. [O-GGAS2-08]
- The projected influx of spectators to Marin County locations, including shorelines of Sausalito and Tiburon, could affect vegetation and wildlife. Shoreline bluffs are habitat for the Mission blue butterfly. What impact would visitors have on Angel Island’s habitat, wildlife species, and shoreline? How was the number of spectators estimated on Table 5.1-1? [O-MAS-04]
- The Aramburu Island Preserve and the Richardson Bay Audubon Sanctuary should be identified as recreational areas of special concern and incorporated into the mitigation measure. [O-RBACS-03]

### Response IO-3a

Chapter 5, Section 5.1, pages 5.1-4 to 5.1-9, explains the approach to analyzing the multiple aspects and components of the AC34 project, and specifically calls out the secondary viewing areas as an additional consideration analyzed in the impact assessment. This section defines secondary viewing areas—both land-based and water-based locations—as areas that are not specifically identified as proposed sites for AC34-sponsored activities but nonetheless are locations that may attract numerous visitors and spectators due to their potential viewing opportunities for the AC34 races. CCSF has affirmative strategies to provide recycling and composting locations, added law enforcement, and spectator management measures at some secondary viewing locations. The EIR includes analysis of potential impacts at the secondary viewing areas in order to encompass the full range of indirect impacts of the AC34 events.

Table 5.1-1 on page 5.1-8 of the EIR presents the estimated numbers of land-based spectators during the 2012 and 2013 events at various secondary viewing areas. These estimates were developed based on a penetration rate analysis. As described in Chapter 3, page 3-34, footnote 27, penetration rate analysis is the accepted industry standard for estimating attendance at temporary events and entertainment venues, including World Expos, Olympics, and festivals, as well as more permanent attractions. Penetration rate methodology applies percentages (penetration rates) to defined market segments (typically local residents and tourists) to estimate

attendance. The penetration rates are based on a number of factors, including the visitor experience and appeal of the planned program for the event; the site and/or venue characteristics that might affect market potential; market characteristics (e.g., size, demographics, etc.); and the experience of comparable events held both locally and internationally.<sup>1</sup>

It should be noted that, as described in Chapter 11, since publication of the Draft EIR, the AC34 project sponsors have identified a "primary race area" (see Figure 11-1) within which the AC34 races would likely occur under the AC34 Project Variant. This primary race area would be centered along San Francisco's northern shoreline, and the actual distance from the Tiburon Peninsula to the primary race area is more than 2 miles. Given this refinement in the location of the races, the secondary viewing areas on the Tiburon Peninsula, Richardson Bay (including Aramburu Island), and Angel Island would be more than 1 mile from the race areas and could be too distant to provide desirable viewing opportunities, especially with the greater possibilities of intervening obstructions (such as spectator boats in the Bay) between these land-based spectators and the races. At these locations, the estimates of numbers of spectators presented in the Draft EIR could be overstated and associated indirect impacts would likely be less than those described in the Draft EIR.

Regarding Comment A-SFPC-Moore-03, Chapter 3 of the EIR focuses on the project description of the AC34 events and facilities at the identified project sites as designed and planned by the project sponsors. Chapter 5, Section 5.1, identifies "secondary viewing areas," which are additional locations where spectators could gather to watch the AC34 events due to potential viewing opportunities. These secondary viewing areas could include the waterfront and shoreline areas and north-facing slopes of the Presidio, Pacific Heights, Russian Hill, and various vista points, such as Coit Tower, in San Francisco. These secondary viewing areas and associated neighborhoods are specifically addressed and analyzed for potential indirect impacts of AC34 as appropriate throughout each of the resource topics in Chapter 5, contrary to the assertions of Comment O-GGAS2-08. In particular, potential impacts at secondary viewing areas are identified in EIR Sections 5.5 (Cultural Resources), 5.6 (Transportation and Circulation), 5.11 (Recreation), 5.14 (Biological Resources), and 5.16 (Hydrology and Water Quality).

In Comment O-ACEC-276, the commenter asserts that Inspiration Point should be considered a secondary viewing site. As shown in Figure 4-1 (page 4-11 of the EIR) the San Francisco Bay Plan identifies Inspiration Point as a general vista point. However, this does not mean it would be a desirable viewing point for the AC34 races. As shown in Figure 5.1-1, the location of Inspiration Point is predicted to have a low visibility of the race area due to its distance from and topographical orientation relative to the race area. While it is acknowledged that Inspiration Point offers views of the Bay, CCSF, working with NPS, would include this site in incident command planning to make available other services, such as additional parking control officers, if needed.

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<sup>1</sup> AECOM, *Analysis of Potential Visitation Patterns for America's Cup 34*, June 2011.

As described above, with the reduced race area located along the San Francisco northern shoreline under the AC34 Project Variant, Angel Island may be too distant to provide desirable viewing opportunities of the races. Regarding Comments O-ACEC-277 and O-MAS-04, the EIR already includes Angel Island as part of the impact assessment of secondary viewing areas. The EIR analysis found that impacts on Angel Island would be less than significant, primarily because the number of visitors is largely constrained by the capacity of the ferries. Nevertheless, the analysis and mitigation measures identified in the EIR ensure that the small wetland on Angel Island would be protected from potential disturbance from AC34 spectators in this vicinity, and the mitigation for sensitive plants allows for protection with additional fencing and signing. Mitigation Measure M-BI-1b (EIR Chapter 5.14, Section 5.14.3.3, page 5.14-32) states that "The project sponsor will work closely with the NPS and the California Department of Parks and Recreation (CDPR) to develop a detailed strategy for protecting plant populations."

EIR Section 5.14, Biological Resources, addresses the biological resource issues raised in Comment O-MAS-04, including shoreline areas of southern Marin County. The Mission blue butterfly, a federally listed endangered species, is discussed in Impact BI-1, page 5.14-30, and Mitigation Measure M-BI-1a includes specific measures for protecting sensitive areas for Mission blue butterfly. See above for responses to comments on the impacts on Angel Island and for a description of how the number of spectators was estimated.

As described above and in response to Comment O-RBRACS-03: Richardson Bay and Aramburu Island are considered too distant (approximately 5 miles) from the primary race area to be considered desirable viewing locations, and it is unlikely that spectators would gather at these locations to view the AC34 events. The Planning Department acknowledges the special nature of these resources, but due to the distance from the proposed project, no substantial indirect impacts are anticipated at these locations, and no specific mitigation is warranted. See Response IO-3b, below, regarding impacts associated with water-based spectators. As discussed in EIR Section 5.14, potential impacts on sensitive marine habitats including eelgrass beds are addressed in Impact BI-12, pages 5.14-99 to 5.14-103, and would be mitigated to a less-than-significant level with implementation of Mitigation Measure M-BI-12 (Visiting Mariners Information).

### **IO-3b, Water-Based Spectators – Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-MCCDA-11	A-RBRA-02	O-GGAS2-09	O-MAS-04
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- The EIR should provide the anticipated types, numbers, locations, and duration of vessels visiting or anchoring in Richardson Bay during the AC34 events. [A-MCCDA-11]
- The Draft EIR's estimate of visiting boats is such a large range that it is difficult to determine the anticipated types, numbers, locations, and duration of vessels visiting Richardson Bay and their accompanying impacts. [A-RBRA-02]
- The Draft EIR fails to adequately assess or mitigate impacts from water-based spectators. [O-GGAS2-09]

- How would the habitats and species along the waters of Fort Baker and rocky shorelines under the Golden Gate Bridge be protected from disturbance by visiting boaters? How would pelagic bird species resting along the Marin shoreline be protected from disturbance by boaters? [O-MAS-04]

### Response IO-3b

Chapter 5, Section 5.1, pages 5.1-4 to 5.1-9, explains the approach to analyzing the multiple aspects and components of the AC34 project, and specifically calls out the water-based spectators as one element of the secondary viewing areas. Water-based spectators are those visitors who are expected to view the race events from boats at secondary viewing areas in the Bay. Table 5.1-2 presents the estimated total numbers and types of boats and associated water-based spectators anticipated to attend the 2012 and 2013 AC34 events. Please see Chapter 11 for project updates regarding revised spectator boat estimates. These estimates were developed based on a penetration rate analysis described above in Response IO-3a and revised based on on-water vessel counts during Fleet Week in October 2011. These assumptions serve as the basis for the Chapter 5 analysis of impacts of water-based spectators. Specific impacts associated with water-based spectators and private vessels are analyzed in Section 5.3, Aesthetics (see Impact AE-3); Section 5.8, Air Quality (see Impact AQ-4); Section 5.14, Biological Resources (see Impacts BI-4 and BI-14); Section 5.16, Hydrology and Water Quality (see Impact HY-1); and Section 5.17, Hazards and Hazardous Materials (see Impact HZ-1).

Comments A-MCCDA-11 and A-RBRA-02 request more detailed information on vessels visiting Richardson Bay during the AC34 events. Appendix PD of the EIR (included in Volume 3 of the EIR) provides more details on the analysis of potential visitation patterns for the AC34 events. This visitation analysis includes an estimate of the geographic distribution of visitors, but the analysis does not include projections of the number, locations, and duration of vessels moorings. However, the visitation analysis estimates that 90 percent of the total water-based spectators would be local residents, compared to 10 percent that would be visitors. Consequently, the great majority of recreational boats would be expected to originate from and return to existing mooring locations within the Bay Area. Regardless, the EIR examines potential impacts associated with visiting boats in the impacts listed above and, with the exception of air quality impacts, provides mitigation measures to reduce potential impacts from visiting boats to less-than-significant levels as listed below.

Comment O-GGAS2-09 also questions the ability to regulate water-based spectators. As noted in Chapter 3 and in Chapter 5, Section 5.1, the United States Coast Guard would regulate maritime travel within the race area during event periods to ensure safety, in cooperation with America's Cup Race Management. The AC34 project sponsors are developing the Water and Air Traffic Plan in close coordination with the United States Coast Guard, which would have regulatory authority through its Special Local Regulations and this plan would be incorporated into the final Water and Air Traffic Plan. The United States Coast Guard would determine the number of on-the-water enforcers that would be required during the various race events. In addition to the provisions of the Water and Air Traffic Plan, the AC34 project sponsors would be responsible for implementing mitigation measures identified in the EIR as necessary to reduce impacts

associated with water-based spectators, including impacts on the sensitive shoreline habitats and species raised in Comment O-MAS-04. The mitigation measures identified in the EIR as applicable to water-based spectators and vessels include the following:

- Mitigation Measure M-AQ-4, Emission Controls for Race-Sponsored Spectator Vessels (Draft EIR, page 5.8-34)
- Mitigation Measure M-BI-4a, Restrictions on Spectator Craft within Race Course Boundaries (Draft EIR, page 5.14-39)
- Mitigation Measure M-BI-12, Visiting Mariners Information (Draft EIR, page 5.14-100)
- Mitigation Measure M-HY-1, Water Quality Best Management Practices (Draft EIR, page 5.16-70)

### 12.6.5 Mitigation Measures [IO-4]

This topic is further subdivided into the following sub-topics:

- IO-4a, General Mitigation Measures
- IO-4b, Enforcement of Mitigation Measures
- IO-4c, Deferral of Mitigation and Relationship to Implementation Plans

#### IO-4a, General Mitigation Measures—Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-NPS2-138

A-Belvedere-02

O-EOP-08

- The NPS wants assurance that guidance is established as minimum necessary to protect resources and that there are provisions for adaptive management and strengthening of resource protections. How will this be coordinated among the various groups and agencies involved in the event? [A-NPS2-138]
- The City of Belvedere requests appropriate mitigation measures for impacts related to disruptions to transportation, emergency vehicle access, transit service, ferry service, police services, sound levels, water quality, fish and bird habitat, and City parks. [A-Belvedere-02]
- The Draft EIR improperly defers the identification and analysis of mitigation measures. Modifications of a project and other measures that might substantially reduce or eliminate potentially significant adverse effects must be evaluated in the Draft EIR. [O-EOP-08]

#### Response IO-4a

As described in Chapter 5, Section 5.1, Impact Overview (pages 5.1-1 to 5.1-2), the EIR identifies mitigation measures for each impact determined to be significant or potentially significant based on the significance criteria specific to each resource topic listed in each resource sub-section of Chapter 5 and discussed above in Response IO-2. Consistent with CEQA Guidelines Section 15126.4, the EIR

describes feasible measures that could minimize significant adverse impacts by avoiding or lessening the severity of the impact, and in accordance with CEQA Guidelines Section 15370, the mitigation measures either avoid an impact altogether or minimize the impact by limiting the degree or magnitude of an action or its implementation. The project sponsors for both the AC34 and Cruise Terminal projects have reviewed the mitigation measures identified in the EIR and will recommend that the CCSF decision-makers adopt them if the projects are approved. Only mitigation measures deemed to be feasible will be adopted. The decision-makers could choose to reject certain mitigation measures if they determine and make specific findings that those mitigation measures are not feasible for economic, legal, social, technological, or other reasons. If the decision-makers adopt the CEQA findings—which include the Mitigation Monitoring and Reporting Program (MMRP)—and approve the proposed projects, then the mitigation measures will be implemented as part of the projects. Mitigation measures are designed to be enforceable through permit conditions, agreements, or other legally binding instruments, and measures are roughly proportional to the impacts of the project.

In response to Comment A-NPS2-138: minimum guidance for the protection of resources is established through significance criteria and thresholds described in Response IO-2 above. Applicable regulatory guidelines, thresholds, or standards, or in some cases, accepted professional practices or protocols are used to assess the nature and severity of environmental impacts and to determine whether or not an impact is deemed significant and warrants mitigation under CEQA. As part of the ongoing NEPA environmental review process for portions of the AC34 project affecting federal lands and jurisdictions, other criteria and thresholds specific to environmental review of resources on federal lands would be considered to ensure adequate protection of those resources.

Furthermore, mitigation measures are generally designed with some flexibility in their implementation to provide for adaptive management and increased effectiveness of the measures. For example, mitigation measure to protect biological and cultural resources on NPS lands (Mitigation Measures M-CP-1b, M-BI-1a through -1e, M-BI-2, M-BI-3, and M-BI-4a through -4e) all provide for ongoing coordination with the appropriate regulatory authorities during the specific development and implementation of the various protective measures to ensure that site-specific improvements and refinements to the measures can be incorporated into the measure. The MMRP is an additional instrument through which feedback on the effectiveness of mitigation measures would be reported and any modifications and adaptive management could occur. The AC34 project sponsors anticipate that, following completion of the AC34 events in 2012, mitigation measures applicable to the AC34 operations would be reviewed and refined prior to being implemented for the AC34 events in 2013. As described in EIR Chapter 3, Section 3.7.2, page 3-117 and in Section 12.2, Response GEN-1, the CCSF and Event Authority are engaged in coordination with numerous groups and agencies involved in the planning and implementation of the AC34 events, and this ongoing process will continue beyond the completion of the CEQA process through completion of the AC34 events and subsequent restoration. See Response IO-4c, below, for a discussion regarding deferral of mitigation measures.

Potential impacts on the City of Belvedere (Comment A-Belvedere-02) are addressed in Chapter 5 of the EIR as part of the analyses of impacts on secondary viewing locations, based on the assumption that potential viewing opportunities for AC34 could be located within Belvedere due to its proximity to the maximum boundary of the race area as presented in Figure 3-2, page 3-9 of the Draft EIR. As described in Chapter 11, and above in Response IO-3a, since publication of the Draft EIR, the AC34 project sponsors have reduced the maximum race area and have identified a primary race area within which the AC34 races are likely to occur under the AC34 Project Variant, and the actual distance from Belvedere to the primary race area is more than 2 miles. Therefore, the viewing opportunities of the race events from Belvedere, along with the potential indirect impacts of the AC34 events on those locations in Belvedere, may be overstated in the Draft EIR. Nevertheless, to provide an analysis of a reasonable worst-case scenario, the Draft EIR includes analysis of impacts on Belvedere with respect to transportation, public services, water quality, biological resources, and recreation in Sections 5.6, 5.13, 5.16, 5.14, and 5.11, respectively. Section 5.7, Noise and Vibration, does not address Belvedere because it is considered too distant from the AC34 events and activities at the programmed venues that would affect or be affected by sound levels. For impacts specifically relevant to secondary viewing locations that could include Belvedere, the EIR identifies potentially significant impacts on traffic operations (Impacts TR-16 and TR-59) and on recreational resources (Impact RE-1), and Mitigation Measures M-TR-1 (People Plan Specific Provisions) and M-RE-1 (Protection of Recreational Resources) are identified to reduce the severity of these impacts. Impacts on water quality, fish, and bird habitat are described in Sections 5.16, Water Quality, and 5.14, Biological Resources, and because Belvedere is a secondary viewing location and outside of the race area, these sections do not identify any direct impacts specifically relevant to Belvedere. However, some of the identified significant impacts on these resources (Impacts BI-16 and HY-1) could indirectly apply to Belvedere, and Mitigation Measures M-BI-16 (Invasive Marine Species Control) and M-HY-1 (Water Quality Best Management Practices) are identified to reduce these impacts to less-than-significant levels.

In response to Comment O-EOP-08: this EIR includes mitigation measures as described above in full compliance with CEQA Guidelines Section 15126.4. Impacts of mitigation measures are discussed in Chapter 5, Section 5.1.6, which explains that for those measures with the potential to result in other physical effects, this EIR provides a discussion immediately following each of those measures describing why the additional significant effects would not change the overall impact conclusions. In addition to identifying mitigation measures to reduce adverse impacts, the EIR identifies and analyzes a range of alternatives (see EIR, Chapter 7) that could avoid or reduce identified adverse impacts. See Response IO-4c, below, regarding deferral of mitigation measures.

### **IO-4b, Enforcement of Mitigation Measures—Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

O-FOTE-02

O-MAS-01

O-NRDC-02

- The EIR should include a full enforcement plan to protect wildlife resources. [O-FOTE-02]

- Many of the mitigation measures are insufficient to reduce potential impacts to less than significant. An overall mitigation deficiency is the failure to identify enforcement of existing regulations and laws as a necessary measure to mitigate many potentially significant adverse impacts. Many of the mitigations rely on the voluntary compliance of spectators. [O-MAS-01]
- The Draft EIR must be improved to address CEQA deficiencies with respect to deferral of mitigation measures and mitigation measures that are not fully enforceable. [O-NRDC-02]

## Response IO-4b

With regard to enforcement of mitigation measures, adoption of the Mitigation Monitoring and Reporting Program (MMRP) as part of the CEQA findings (see Response INT-3 for description of the MMRP and CEQA findings) in concert with project approval would constitute a commitment by the project sponsors to include and implement all mitigation measures identified in the EIR as part of the project. Mitigation measures are designed to be enforceable through permit conditions, agreements, or other legally binding instruments such as contracts with construction contractors. CEQA does not create new authority for agencies to carry out or enforce mitigation measures.

In parallel with the CEQA process, the project sponsors are currently working with regulatory agencies to secure the necessary permits and approvals, as identified in Chapter 3, Section 3.7.1, pages 3-115 to 3-116. Implementation of the AC34 project would be subject to the permit conditions of the following agencies: United States Coast Guard, Federal Aviation Administration, United States Army Corps of Engineers, United States Fish and Wildlife Service, National Marine Fisheries Service, National Park Service, Presidio Trust, San Francisco Bay Conservation and Development Commission, California State Lands Commission, California Regional Water Quality Control Board, California Department of Fish and Game, State Historic Preservation Officer, and Bay Area Air Quality Management District. While permit conditions are not in and of themselves intended to serve as CEQA mitigation measures, in many cases the permit conditions are in fact the same as the EIR mitigation measures, though often with more specific details included in the permit conditions. Insofar as the CEQA mitigation measures are within the jurisdiction and enforcement authority of the permitting agencies, those measures would be fully enforceable through these federal and state agencies. In addition, the CCSF and Port maintain enforcement authority through contractual agreements (including lease and license agreements) over properties within their jurisdiction within their legal rights, including local zoning and related land use regulations. Enforcement of all existing regulations and laws would be same as under existing conditions, regardless of the proposed projects; the effectiveness of the enforcement of existing regulations and laws is beyond the scope of the CEQA review process.

In response to Comment O-FOTE-02: the AC34 project sponsors would be required to implement identified mitigation measures for biological resources, assuming certification of the Final EIR, adoption of the CEQA findings, and project approval. While a full enforcement plan is not required under CEQA, the MMRP requires monitoring and reporting to ensure the effectiveness of the mitigation measures, and where mitigation measures are also included as part of federal



and state permit conditions, the appropriate federal and state agencies would have enforcement authority. For example, the Water and Air Traffic Plan will include the United States Coast Guard's Special Local Regulation to provide guidelines for adequate and safe access to the race course area and provisions for use of the race course area by AC34-related water transportation; the Special Local Regulations would also establish effective enforcement mechanisms for traffic controls in the water space for AC34 through the United States Coast Guard (see EIR Chapter 3, Section 3.4.7, page 3-88). The Federal Aviation Administration would have enforcement authority over the airspace. Similarly, on NPS lands, the EIR mitigation measures assumes that law enforcement personnel would provide additional support to the resource monitors as needed.

Comment O-MAS-01 is correct in noting that many of the mitigation measures identified in the EIR are insufficient to reduce impacts to less-than-significant levels. As defined in Chapter 5, Section 5.1.3, there are certain impacts for which identified mitigation measures are insufficient to reduce the impact to a less-than-significant level, due either to uncertainty in the feasibility or effectiveness of the measure or to uncertainty in the ability of the measure to be implemented; these impacts are assigned the significance determination of "significant and unavoidable with mitigation." Impacts for which feasible mitigation measures would reduce impacts to less-than-significant levels are denoted "less than significant with mitigation."

Comment O-MAS-01 is also correct in noting that some of the mitigation measures assume a reasonable level of voluntary compliance of the AC34 spectators and visitors. For example, Mitigation Measure M-BI-12, Visiting Mariner Information, would consist of development and dissemination of information to boaters to educate them about actions to avoid impacts on water quality and marine resources. While a portion of this information includes pertinent requirements of federal and state laws, some aspects of this notice to boaters would include best management practices and good housekeeping practices. In general, widespread dissemination of this information to boaters, appropriate signage at key locations, and overall thoughtful education of boaters—along with enforcement of pertinent federal and state laws—would be sufficient to reduce the impact to a less-than-significant level.

### **IO-4c, Deferral of Mitigation and Relationship to Implementation Plans— Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-NPS1-01	O-ACEC-29	O-TIRN2-24
A-CSLC1-13	O-EOP-08	O-WW-03
A-Sausalito-02	O-NRDC-02	O-WW-04
O-ACEC-02	O-TIRN2-06	O-WW-41

- Some of the mitigations and analysis have been deferred to later plans such as the People Plan, leaving the public unable to assess the adequacy of the EIR at this time. [A-NPS1-01]
- To avoid improper deferral of mitigation, mitigation measures implemented by future plans should be presented as specific, feasible and enforceable obligations, or as performance standards. [A-CSLC1-13]

- The EIR is over-reliant on future implementation plans to mitigate identified impacts. [A-Sausalito-02]
- If the implementation plans are not included in the EIR, the EIR should clarify which parts of these plans will mitigate identified impacts. [O-ACEC-02]
- The EIR cannot fully describe environmental impacts or mitigations because many details are contained in specific implementation plans. These plans must be completed and included in the EIR. [O-ACEC-29]
- The Draft EIR improperly defers the identification and analysis of mitigation measures. Modifications of a project and other measures that might substantially reduce or eliminate potentially significant effects must be evaluated in the Draft EIR. [O-EOP-08]
- The Draft EIR must be improved to address CEQA deficiencies with respect to deferral of mitigation measures and mitigation measures that are not fully enforceable. [O-NRDC-02]
- The Draft EIR relies on various plans that are under development and incomplete for mitigation of project impacts, which is inadequate to meet CEQA requirements. [O-TIRN2-06]
- The EIR must include a complete People Plan and Sustainability Plan and contain evidence that these plans will actually be implemented to be a valid mitigation under CEQA. [O-TIRN2-24]
- The Draft EIR fails to present evidence supporting the effectiveness of mitigation measures and defers development of mitigation measures. [O-WW-03, O-WW-04]
- The Draft EIR defers many biological mitigation measures to future plans to be carried out after completion of the CEQA process. [O-WW-41]

### Response IO-4c

As described above in Response IO-4a, the EIR identifies mitigation measures for each impact determined to be significant or potentially significant. Following EIR certification and project approval, mitigation measures would be implemented as specified in the MMRP during the appropriate phase of the project, such as during the design, siting, pre-construction, construction, operation, or post-operation/restoration phases. However, because the EIR process occurs during the planning phase of a project, prior to development of many of the specific project details, the nature of many EIR mitigation measures is that they provide descriptions of the purpose and intent of the required actions, establish performance criteria, and provide examples of possible methods or mechanisms to implement the measure. In addition to avoiding or reducing the severity of significant impacts, the measures are designed to provide the project sponsors with flexibility in implementation as project design, planning, and development are finalized, rather than to provide overly restrictive specific details that may not be appropriate at the time of implementation. When specific details are not available at the time of EIR preparation, the mitigation measures specify performance standards that would mitigate the significant effect, consistent with CEQA Guidelines Section 15126.4. The full details of some mitigations would be developed later in the process, following certification of the EIR, based on final project design and in consultation with the implementing parties to make the measures as effective as possible.

Several comments (e.g., A-NPS1-01, A-CSLC1-13, A-Sausalito-02, O-ACEC-29, O-EOP-08, O-NRDC-02, O-TIRN2-06, O-TIRN2-24, O-WW-03, O-WW-04, O-WW-41) assert that many of the mitigation measures for the AC34 project are inadequate because they rely on the AC34 implementation plans yet to be developed and that this constitutes deferral of the measure. This is not the case. The EIR mitigation measures are designed to stand alone to provide information on feasible ways to avoid or lessen significant impacts, regardless of the status of the implementation plans. In some cases, the EIR mitigation measures make reference to the implementation plans because the AC34 project has been designed to include the plans as the primary vehicle through which the mitigation measures for operational impacts would be implemented. This approach is sufficient to support informed decision-making and is consistent with both the requirements and standard practice of CEQA. A mitigation condition that depends on the future formulation of a mitigation plan may be valid, provided that the lead agency recognizes the significance of the potential environmental effect, commits to mitigating the impact, and identifies specific performance criteria for the future mitigation.

The purpose and intent of the implementation plans are described in Chapter 3 (pages 3-87 to 3-90) of the EIR, Chapter 11, and Response PD-7 in Section 12.4 of this chapter, including updated information on the plans since publication of the Draft EIR. The implementation plans are intended to provide comprehensive planning and coordination for various aspects of the AC34 events and to provide technical detail on how the AC34 events would be managed and implemented. Development of the plans has been designed as an adaptive and iterative process to ensure the effectiveness and usefulness of the plans, such that additional details, refinements, and commitments described in the plans are provided as planning for the events evolves and the various phases of the AC34 unfold. The implementation plans are not intended to serve as mitigation measures; instead, the plans are being developed in concert with the environmental review process, and some of the final mitigation measures from the certified EIR would be incorporated into and implemented as part of the final plans. The specific implementation plans that are anticipated to incorporate EIR mitigation measures include the People Plan, Parks Event Operations Plan, Water and Air Traffic Plan, and Zero Waste Plan (also referred to as the Waste Management Plan).

The EIR does not defer identification or analysis of the severity of project impacts or the development of feasible mitigation measures to the implementation plans. Rather, where mitigation measures in the EIR reference implementation plans, the measures prescribe specific actions, provisions, and/or performance standards that would be included in the implementation plans to lessen or avoid significant environmental effects. The specific actions, provisions, and/or performance standards provide clear guidelines for measures that would be implemented during the appropriate phase of the project. The mitigation measures would be required through the MMRP as part of adoption of the CEQA findings. In many cases, the EIR mitigation measures serve to inform the implementation plans, either to be incorporated directly into the plan or appended to the plan. The various implementation plans provide a mechanism for implementing the required mitigation measures and ensure a more comprehensive approach to the monitoring and reporting required under the MMRP.

## 12.6.6 Project-Level Analysis of AC34 Events and Conceptual Analysis of Long-Term Development Rights [IO-5]

### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-NPS2-02	A-SFPC-Moore-04	O-SFAH-05	O-WW-23
A-CSLC1-07	O-ACEC-03	O-STB-05	O-WW-30
A-CSLC1-15	O-ACEC-20	O-THD-01	O-WW-31
A-SFHPC-14	O-ACEC-30	O-TIRN2-03	O-WW-52
A-SFPC-Anto-07	O-ACEC-48	O-WW-01	O-WW-66
A-SFPC-Fong-05	O-ACEC-97	O-WW-02	I-Form Letter-01
A-SFPC-Mig-04	O-ACEC-164 to -173	O-WW-03	I-Intrator-01
A-SFPC-Moore-02	O-Arc Eco1-01	O-WW-14	

- Characterizing the Draft EIR as sometimes programmatic in nature and sometimes site-specific does not relieve the CCSF of its responsibility to ensure that all impacts are assessed in site-specific detail. [A-NPS2-02]
- The Final EIR should distinguish between the long-term development activities being analyzed in sufficient detail to be covered under this EIR and those that will need additional environmental analysis, for the long-term development activities described on pages 1-5 and 3-91. Please describe flood-protection designs to protect future long-term development. [A-CSLC1-07, A-CSLC1-15]
- The SFHPC believes the evaluation of impacts for the long-term development is programmatic and not project-level as identified in the Draft EIR. [A-SFHPC-14]
- It's a question of what sort of additional environmental analysis will have to happen on future development on future piers. [A-SFPC-Anto-07]
- The long-term development plans will have to meet the Port regulations and State Lands restrictions. [A-SFPC-Fong-05]
- The Draft EIR mentions the development of Piers 26, 28, 30, 32, 19, 19½, 23, and 29 and Seawall Lot 330 but does not address it anywhere else in the report. There is nothing that I could find in the Draft EIR that addresses the long-term development rights. [A-SFPC-Mig-04]
- The AC34 project has added a new program that lacks a complete description and there is no environmental analysis. The addition of two super-yacht berths in the EIR lacks a complete description and there is no environmental analysis of these boats. [A-SFPC-Moore-02]
- The project for the long-term lease beyond 2012-2013 is incomplete and the long-term impact of these uses cannot be analyzed. The impact of the long-term lease cannot be analyzed without information on location, square footage, type and intensity of use, and more. [A-SFPC-Moore-04]
- The Draft EIR is seriously flawed in its attempt to combine the short-term event with the long-term development of the cruise terminal and the as-yet undetermined development

rights that would be granted to the Event Authority. The long-term development projects can only be studied on a programmatic level. [O-ACEC-03]

- Providing future long-term development rights to the Event Authority is a potentially significant environmental impact subject to review under CEQA and is not an appropriate project objective. [O-ACEC-20]
- The Draft EIR must be re-circulated to provide program-level analysis of all projects for which there is no detailed, project-specific information in this EIR. [O-ACEC-30]
- The EIR must analyze the visual effect of long-term marinas at the Rincon Point and Brannan Street Wharf Open Water Basins. [ O-ACEC-48]
- Please clarify which is the correct future long-term use of Pier 29: (1) provisioning of the area for a cruise terminal, (2) 6,700 square feet of retail/commercial and 37,000 square feet of entertainment and assembly/commercial, or (3) a pedestrian way between The Embarcadero and the end of the piers. [O-ACEC-97]
- The Draft EIR analysis of future long-term development rights is defective, fails to provide project descriptions, fails to present evidence supporting the effectiveness of mitigation measures, and defers development of mitigation measures. The Draft EIR fails to analyze impacts of long-term development rights on the Port's historic properties because there is no project-specific information on these future projects. It is inaccurate to characterize the EIR as a project-level EIR. The significance determinations for future long-term development at Piers 30-32, Piers 26-28, Piers 19-19½, Pier 23, Pier 29, the bulkhead wharf, and the Embarcadero Historic District are not supported by evidence. [O-ACEC-164 to -173]
- I am not surprised by the confusion between the project EIR and the program EIR. [O-ArcEco1-01]
- The Final EIR should confirm that any potential project under long-term development rights would receive project-level review under CEQA when the specific details of that project become known. [O-SFAH-05]
- The Draft EIR provides inadequate information on long-term development for the public to evaluate impacts and alternatives around several areas of San Francisco's waterfront. The Final EIR should articulate and analyze all impacts of proposed future land uses on affected piers and waterfront property, including any land uses contemplated after completion of AC34, or else this CEQA analysis may be seen as piece-mealing a larger project. [O-STB-05]
- The Draft EIR is defective in purporting to analyze the impacts of the long-term development rights even though there is no detailed project-specific information on these future projects. It is inadequate to define the Draft EIR as a project-level EIR with respect to the long-term development rights. [O-THD-01]
- The Draft EIR does not specify whether it serves as a program or project document. [O-TIRN2-03]
- The Draft EIR inaccurately defines itself as a project-level EIR rather than a program EIR. The Draft EIR purports to assess the environmental effects of long-term development rights at a conceptual level but refuses to define itself as a program EIR. [O-WW-01, O-WW-02, O-WW-03]

- Without adequate description of the long-term development rights, the mitigation measures for the long-term development rights are too general to assess whether they will be effective, and the EIR defers development of specific mitigation measures until after project approval. [O-WW-14, O-WW-23, O-WW-30, O-WW-31, O-WW-52]
- The EIR cannot be certified as a project-level CEQA document. [O-WW-66]
- The Draft EIR is flawed in its attempt to combine the short-term America's Cup event with the long-term development of the cruise terminal, other new wharfs and office buildings, and the future long term development rights. [I-Form Letter-01]
- I do not believe enough serious attention has been given to the private development rights given to Larry Ellison. [I-Intrator-01]

## Response IO-5

The combined EIR on the AC34 and Cruise Terminal projects is not a program EIR. In particular, the analysis of long-term development rights addressed in the AC34 Host and Venue Agreement (Host Agreement) between the CCSF and the America's Cup Event Authority (Event Authority) and America's Cup Organizing Committee is not intended to serve as a program-level analysis. This is a combined EIR on two related projects, intended to provide CEQA environmental review to support the discretionary project approval actions associated with two projects: (1) the AC34 project consisting of activities in preparation for and implementation of a series of regattas in 2012 and 2013 as envisioned in the Host Agreement, and (2) the James R. Herman Cruise Terminal and Northeast Wharf Plaza project.

As described in Chapter 5, Section 5.1, this EIR provides project-level CEQA review for the AC34 facilities and races, the James R. Herman Cruise Terminal and Northeast Wharf Plaza, and the associated amendments to the BCDP Special Area Plan. These components are all described and analyzed at a project level in the EIR; this includes site-specific analysis of siting, construction, and operational effects of all aspects of the AC34 events. This analysis is consistent with CEQA Guidelines Section 15146(a) for degree of specificity and with Section 15161 for a project EIR. All aspects of the Cruise Terminal project are also analyzed at a project level.

As specified in the Host Agreement, in addition to the facilities and races associated with the AC34 events, the AC34 project also includes the potential future long-term development at certain Port properties that could occur as a result of conditions of the Host Agreement. Because no specific development proposals are available at this time, this EIR includes a *conceptual* level of analysis of the potential future long-term development at certain Port properties that could occur as a result of conditions of the Host Agreement. This level of analysis is provided for under CEQA Guidelines Section 15160, which states that the lead agency may tailor the type of EIR to meet different situations and intended uses as long as the EIR meets the content requirement in CEQA Guidelines Sections 15120 to 15132. This EIR meets all of those requirements.

Chapter 3, Section 3.4.8 (pages 3-90 to 3-93) provides a detailed description of the basis and assumptions for the analysis of long-term development rights. In summary, the Host Agreement includes provisions that could provide the Event Authority with the long-term use and rights to

entitle for development of the following: Piers 26, 28, and 30-32; Seawall Lot 330; Piers 19, 19½, 23, and 29; and the Open Water Basins at Piers 32-36 and/or Piers 14-22½ after conclusion of the AC34 race events, depending on the level of infrastructure investment. The future, long-term development rights are also reflected in the objectives of the project sponsor, shown in the last bullet on page 3-3 in Section 3.2.1 of the EIR. The Host Agreement directs that any such future development plans and uses would be required to undergo separate environmental review to comply with CEQA, when site-specific development program details are proposed. The completion of such future CEQA review would be required to support any permits and regulatory approvals associated with the long-term development improvements.

There are no specific development proposals under consideration at this time at any of the potential long-term development sites. Therefore, the EIR cannot provide the level of detail requested in Comment A-CSLC1-07. Other than Seawall Lot 330 and Piers 30-32, the number of sites that may be subject to long-term development rights under the Host Agreement will not be known until the full extent of the Event Authority's investment in infrastructure is known. Any future development on lands within Port jurisdiction would be required to comply with all applicable state requirements under the Burton Act, the requirements of Assembly Bill 418 (Ammiano) lifting the Public Trust from Seawall Lot 330 and authorizing its sale to the Event Authority on specified conditions, and the jurisdiction of the California State Lands Commission, Port policies, including the Waterfront Land Use Plan, and applicable provisions of the San Francisco and Port Building Codes.

Therefore, in order to support the discretionary action for project approval of AC34 as envisioned in the Host Agreement, the Planning Department determined that it was necessary to include a *conceptual* analysis of potential environmental impacts associated with long-term development along with a broad suite of mitigation measures for potentially significant and significant impacts. The conceptual analysis was based on broad assumptions of possible development programs at these sites, taking into consideration applicable land use plans and zoning requirements for the sites (see EIR Table 3-13, page 3-91). This level of analysis provides decision-makers at this time with an understanding of the nature of future environmental effects that could occur and the range of mitigation measures that could be required, with the intent of providing the best information available to fully inform the discretionary action for the AC34 project. The analysis of long-term development rights is neither intended to serve as a project-level impact analysis for as-yet-unknown development proposals, nor as a program-level impact analysis. However, future projects may be able to tier off this EIR analysis, if appropriate, consistent with CEQA Guidelines Section 15385(b) which provides for the potential tiering from an EIR on a specific action in an early stage to a subsequent EIR.

The Draft EIR (page 5.1-11) clearly states that when site-specific development or construction proposals are available, those development proposals will be subject to subsequent, project-specific CEQA review. The San Francisco Planning Department will make the determination of the appropriate type and level of CEQA review at that time depending on details of the long-term development proposals. Long-term development mitigation measures identified in this EIR would be reevaluated as part of project-specific CEQA review to determine their applicability

and effectiveness to address any impacts identified for a site-specific development proposal. If applicable, the measures would be reiterated, clarified to be more project-specific, or replaced with equally or more effective measures, if needed, prior to any decisions to approve long-term development.

To avoid any confusion between the level of analysis conducted for the components of the proposed projects, each of the 18 resource topics in Section 5.2 through 5.19 provides a distinct sub-section for the project-level analysis of impacts of the AC34 and Cruise Terminal projects and a distinct sub-section for the conceptual-level analysis of the future long-term development rights. Furthermore, impacts and mitigation measures associated with future long-term development include the prefix "LT" to clarify the distinction.

Numerous comments were submitted regarding the potential long-term development of permanent marinas at the Rincon Point and Brannan Street Wharf Open Water Basins. As an element of the future long-term development rights, there are currently no specific development proposals under consideration at either of these sites, and development of these open water basins is analyzed at a conceptual level in the EIR based on broad assumptions of potential development parameters. If or when proposals for any such permanent development of these open water basins occur, specific details on location, design, square footage, and intensity of use will be required, and the Planning Department will require site-specific, project-level CEQA environmental review, replete with public notification and public review opportunities, as described above. Project-level CEQA analysis of any permanent marina would include a detailed analysis of potential visual effects (Comment O-ACEC-48). Subsequent to the publication of the Draft EIR, the EIR has identified a new AC34 alternative that includes different assumptions for potential long-term development of permanent marinas that would reduce significant impacts; please see Chapter 11 for further discussion.

With respect to Pier 29 (Comment O-ACEC-097), the EIR does not identify a specific long-term use for Pier 29. The information presented in Table 3-13 presents only broad assumptions for possible future development scenarios in order to conduct a conceptual-level analysis of potential environmental effects.

Regarding Comment O-STB-05: the EIR provides project-level impact analysis of the AC34 events and facilities and conceptual-level analysis of the future long-term development rights. This is not piece-mealing. Rather, the EIR encompasses the entirety of the AC34 project as envisioned in the Host Agreement and provides the best available information at this time to allow informed decision-making.

As a result of these comments, the EIR text on page 3-93, last sentence in the first partial paragraph, is revised as follows (deleted text is shown as ~~striketrough~~ and new text is underlined):

.... In the absence of any detailed proposals for marinas at this time, marina development is addressed qualitatively at a ~~program~~ conceptual level in this EIR.



In addition, EIR text on page 5.1-11, in the second full paragraph, is revised as follows:

As described in Chapter 3, the proposed AC34 project includes components for which site-specific details have not yet been developed, namely the Event Authority's long-term development rights under future Disposition and Development Agreements (DDAs) provided for under the AC34 Host Agreement. Because no specific long-term development proposal is defined at this time, this EIR analyzes the long-term development options at a conceptual level in order to ensure comprehensive environmental review of the AC34 project as a whole envisioned in the Host Agreement.

These revisions do not change the analysis or conclusions presented in the EIR.

## 12.6.7 Cumulative Impacts [IO-6]

### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-SFPC-Moore-09	O-ACEC-335	O-ACEC-342	I-Paul-07
O-ACEC-175	O-ACEC-336	I-Paul-01	I-Paul-08
O-ACEC-330	O-ACEC-337	I-Paul-02	I-Paul-09
O-ACEC-331	O-ACEC-338	I-Paul-03	I-Paul-10
O-ACEC-332	O-ACEC-339	I-Paul-04	I-Paul-11
O-ACEC-333	O-ACEC-340	I-Paul-05	I-Paul-12
O-ACEC-334	O-ACEC-341	I-Paul-06	I-Paul-13

- I am concerned about contradictions with plans that were recently approved by the Planning Commission, including the Brannan Street Wharf Plan and the Treasure Island Plan. [A-SFPC-Moore-09]
- The Draft EIR fails to include the 8 Washington Street/Seawall Lot 351 project in the cumulative impact analysis. [O-ACEC-175]
- The Draft EIR does not discuss how AC34 construction and operation will be affected by existing or soon-to-begin construction projects and how these other projects add to cumulative impacts in the aggregate. There is little analysis of long-term development projects; there are projects on the long-term list that belong on the short-term list, and vice versa, throwing the analysis into serious question. [O-ACEC-330, I-Paul-01]
- The excavation period for the 8 Washington/Seawall Lot 351 project will overlap with the 2012 to 2013 schedule for the AC34 project and should be considered in the near-term cumulative analysis. [O-ACEC-331, I-Paul-02]
- Why is Pier 70 a near-term project and 8 Washington a long-term project? [O-ACEC-332, I-Paul-03]
- The Sausalito Harbor Improvements project should be listed as a long-term project. [O-ACEC-333, I-Paul-04]

- How can the Draft EIR analyze cumulative construction issues without accurate baseline data? Errors noted must be corrected and information on upcoming projects must be reviewed for accuracy. [O-ACEC-334, I-Paul-05]
- The Draft EIR is inaccurate and misleading in its analysis of cumulative impacts on transportation, air quality, and other issues. [O-ACEC-335, I-Paul-06]
- The Draft EIR fails to analyze the cumulative excavation and hauling impacts. [O-ACEC-336, I-Paul-07]
- The comment provides two case studies as examples to question the assumptions used for excavation and hauling. [O-ACEC-337, I-Paul-08]
- The estimated construction period for 8 Washington should be longer. [O-ACEC-338, I-Paul-09]
- Additional factors related to archeological resources will also affect the 8 Washington construction schedule. [O-ACEC-339, I-Paul-10]
- There will be scheduling conflicts with construction of the 8 Washington project and AC34 events. [O-ACEC-340, I-Paul-11]
- The 8 Washington Draft EIR did not address significant transportation and energy issues. [O-ACEC-341, I-Paul-12]
- The Draft EIR must analyze the cumulative impacts of the AC34 project using the appropriate excavation schedule for 8 Washington. [O-ACEC-342, I-Paul-13]

## Response IO-6

### *Identification of Cumulative Projects and Approach to Cumulative Analysis*

A comprehensive list of near-term development is included in Table 5.1-3 on EIR pages 5.1-15 through 5.1-17. As described on EIR page 5.1-13, these projects are considered those that could contribute to cumulative impacts during the construction and operation of the AC34 facilities and events and construction of Phase 1 of the James R. Herman Cruise Terminal and Northeast Wharf Plaza (between 2012 and 2013) as well as during the later Phase 2 construction of the cruise terminal (during 2013 and 2014). Pier 70 and the Sausalito Harbor Improvement Project are conservatively included in this list because their construction schedules are unknown. While these projects may not be under construction at the same time as the AC34 events or Phase 2 construction of the cruise terminal, this conservative assumption results in worst-case analysis of cumulative impacts, and therefore, cumulative impacts would be less if the projects are not under construction at the same time as the AC34 activities or cruise terminal construction.

Table 5.1-4 on EIR page 5.1-18 includes a comprehensive list of the potential long-term development projects with a planning horizon of 2035 that could contribute to cumulative impacts associated with long-term development options under the AC34 Host Agreement and operation of the cruise terminal. There are no specific development proposals under consideration at this time at any of the AC34 long-term development sites. Other than Piers 30-32 and Seawall Lot 330, the number and location of sites that may be subject to long-term development rights under the Host

Agreement will not be known until the full extent of the Event Authority's investment in infrastructure is known. However, the use of the list provided in Table 5.1-4 allows for a conceptual evaluation of cumulative impacts related to the potential long-term development projects and cruise terminal operations. Further, as discussed on EIR page 3-90, the Host Agreement directs that future site-specific development would be required to undergo separate environmental review to comply with CEQA, when site-specific development program details are proposed. Accordingly, a more detailed cumulative analysis will be included in subsequent environmental documents prepared for these projects.

While the EIR does not provide a map of the cumulative project locations, the list of projects included in Tables 5.1-3 and 5.1-4 is inclusive of those identified through planning lists of the Port of San Francisco as well as the City and County of San Francisco and other municipalities, planning agencies, and transit authorities. All of the projects listed in Tables 5.1-3 and 5.1-4 were evaluated in the cumulative analysis for each resource topic, as appropriate to the resource topic.

Section 10.4 of the Host Agreement requires that the City "use all lawful means to restrict noise and debris generating activities on public works and large private construction projects (if any) in areas reasonably proximate to the Event during the America's Cup World Series Pre-regattas and the Regatta." This is a requirement imposed on the City related to other projects in the vicinity of AC34 project sites, and it is not a CEQA impact related to the AC34 events that requires analysis in the EIR.

Comment A-SFPC-Moore-9 also states that the AC34 events would conflict with the recreation, open space, and public water access uses specified in the Brannan Street Wharf Plan. The AC34 events would consist of temporary modifications and uses at Piers 30-32 and the Brannan Street Wharf Open Water Basin and would not include any permanent changes in the structures or uses of the Brannan Street Wharf. Therefore, the AC34 events would not conflict with that plan. The Draft EIR evaluates the conceptual impacts associated with long-term development of a permanent marina at this location and identifies this as a significant and unavoidable impact associated with the long-term development rights under the Host Agreement due to the conflict with BCDC's Special Area Plan for the Brannan Street Wharf Open Water Basin. However, subsequent project-specific CEQA environmental review will be required on any specific development proposal for a permanent marina at this location. While the EIR does include use of the parking lot at the Treasure Island Sailing Center as a helipad location, this does not represent a substantial contradiction with the Treasure Island Plan because the parking lot would only be used on a temporary basis during the AC34 2012 and 2013 events.

### ***Construction Effects of 8 Washington Street/Seawall Lot 351 Project***

Contrary to the assertion in Comment O-ACEC-331 and I-Paul-02 that construction of the 8 Washington Street/Seawall Lot 351 project is not included as a near-term project, this project is included in Table 5.1-3 of the EIR as a near-term project that could contribute to cumulative impacts. It is the long-term uses that would be developed under the 8 Washington Street/Seawall Lot 351 project that are included in Table 5.1-4 of the EIR as a long-term development project that could contribute to cumulative impacts. Moreover, the 8 Washington EIR already acknowledges

cumulative impacts of construction in combination with the AC34 project as significant and unavoidable, so this cumulative impact is not new information for the 8 Washington EIR.

Comments O-ACEC-335 through O-ACEC-341 as well as Comments I-Paul-06 through I-Paul-12 assert that the Draft EIR construction schedule and assumptions for the 8 Washington/Seawall Lot 351 project are inaccurate and misleading. These comments are noted, but they should be directed to the 8 Washington/Seawall Lot 351 project EIR. The adequacy of the Draft EIR for the 8 Washington Street/Seawall Lot 351 project is outside the scope of this response to comments for the EIR on the AC34 and Cruise Terminal projects.

Regardless of the precise construction schedule and assumptions for the 8 Washington Street/Seawall Lot 351 project, the cumulative analyses of this EIR on the AC34 and Cruise Terminal projects remain valid. For example, as discussed on EIR page 5.8-62, the Bay Area Air Quality Management District (BAAQMD) has established specific thresholds for evaluating whether a project's contribution to criteria air pollutant and precursor emissions is cumulatively considerable and project emissions would exceed these thresholds. Regarding toxic air contaminants and respirable particulate matter emissions, the projects' contribution to acute health risks would be cumulatively considerable because the AC34 project alone would increase the cumulative acute hazard index of 10, and could contribute to significant and unavoidable health risks of the Pier 36/Brannan Street Wharf project in combination with The Embarcadero roadway, resulting in a significant and unavoidable cumulative health risk impact. Adding construction-related emissions from the 8 Washington Street/Seawall Lot 351 project would not change these conclusions.

Regarding traffic impacts, as noted on EIR pages 5.6-110 and 5.6-135, the impacts of AC34-related construction traffic would be most noticeable in the immediate vicinity of the project sites. The primary AC34 construction would be occurring at Piers 27-29, Piers 30-32, and Pier 80. While the potential exists for some overlap in construction activity between the proposed 8 Washington project and the AC34 events, the extent is unknown, because the 8 Washington project has not been approved and construction on the project has not started. Furthermore, most construction activities at 8 Washington Street would occur during the week, when the daily number of AC34 spectators destined to the AC34 events would be considerably lower compared to weekend days. There would not be any AC34-related restrictions on travel on The Embarcadero or other streets on most weekdays, and construction activities at 8 Washington should be able to proceed uninterrupted.

If construction activities at 8 Washington involving a substantial number of trucks are planned to occur on event days during which The Embarcadero is closed, alternate routes to and from the 8 Washington project site would be available, including Washington Street, Drumm Street, Sansome Street, Montgomery Street, and Clay Street.

Further, construction projects are temporary, and as stated on EIR pages 5.6-136, it is anticipated that the construction manager for each project would work with the various applicable departments in the City to develop a detailed and coordinated plan that would address

construction vehicle routing, traffic control, and pedestrian movements adjacent to the construction area for the duration of overlap in construction activities. Therefore, potential disruption would be minimized for the duration of the overlapping construction activities, regardless of the overall length of the construction schedule for the 8 Washington Street/Seawall Lot 351 project.

Cumulative traffic impacts related to construction of the 8 Washington Street/Seawall Lot 351 project during the AC34 events would be limited to the duration of the events (20 days in 2012 and 85 days in 2013). To address these impacts, the project sponsor would implement means to reduce congestion in the vicinity of the venue site in accordance with Mitigation Measure M-TR-1a through M-TR-1d (People Plan Specific Provisions), as discussed on EIR page 5.6-80. This measure specifies that the City shall develop and implement a Traffic Monitoring and Management Program that would address responsive management of traffic conditions during the AC34 events, including coordination of the construction schedules and traffic management plans of the major and minor ongoing construction projects. No additional mitigation is required, regardless of the length of the construction schedule for the 8 Washington Street/Seawall Lot 351 project.

To acknowledge the 8 Washington Street/Seawall Lot 351 project as a project that could have an overlapping construction schedule with the AC34 construction activities, the first paragraph under “Cumulative Construction Impacts” on EIR page 5.8-62 is revised as follows (new text is underlined):

***Criteria Air Pollutants and Precursors.*** As indicated in Table 5.1-3, several other construction projects are proposed or likely to occur in the vicinity of the AC34 project sites. Construction emissions from the proposed projects in combination with emission from those projects listed on Table 5.1-3 in the project vicinity with overlapping construction schedules would result in a cumulative, construction-related air quality impact. Projects that would have a high likelihood of occurring simultaneously or overlapping to some extent with AC34 project construction would include Pier 36/Brannan Street Wharf, Downtown Ferry Terminal Project, 8 Washington Street/Seawall Lot 351 project, and improvement projects at Pier 24, Pier 22½, Piers 15 and 17, Piers 19 through 23, and Piers 31-33.

In addition, to acknowledge the 8 Washington Street/Seawall Lot 351 project as a project that could have an overlapping construction schedule with the AC34 construction activities, the third paragraph under “Cumulative Construction Impacts” on EIR page 5.8-62 is revised as follows (deleted text is shown as ~~strike through~~ and new text is underlined):

***Toxic Air Contaminants and Respirable Particulate Matter.*** Construction projects that would have a ~~high~~ likelihood of overlapping with or occurring simultaneously with AC34 project construction include Pier 36/Brannan Street Wharf, Downtown Ferry Terminal Project, 8 Washington Street/ Seawall Lot 351 project, and improvement projects at Pier 24, Pier 22½, Piers 15 and 17, Piers 19 through 23, and Piers 31-33. Specifically, localized construction-related health risk and hazard impacts of Pier36/Brannan Street Wharf were also determined in its associated EIR to be significant and unavoidable. Similarly, the

8 Washington/Seawall Lot 351 Draft EIR determined that construction health risk impacts would be significant and unavoidable. Consequently, construction emissions of the AC34 project would have the potential to further contribute to this significant impact identified in the Pier36/Brannan Street Wharf and 8 Washington/Seawall Lot 351 EIRs.

These revisions do not change the analysis or conclusions presented in the EIR.

## 12.7 Land Use

### 12.7.1 Overview of Comments on Land Use

The comments and corresponding responses in this section cover topics in Chapter 5, Section 5.2, of the EIR. These include topics related to:

- LU-1, Land Use Setting
- LU-2, Water Uses
- LU-3, Rezoning for Tenant Relocation
- LU-4, Private Residences
- LU-5, Change of Recreational Use / Privatization of Waterfront
- LU-6, Conflict with Land Use Policies and Character, NPS and Sausalito
- LU-7, Land Use Impacts of Conflicts with Waterfront Special Area Plan
- LU-8, Cumulative Land Use Impacts
- LU-9, Opinions

### 12.7.2 Land Use Setting [LU-1]

#### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-NPS2-50

A-NPS2-51

A-Presidio-04

A-GGBHTD-05

O-GGAS2-04

O-GGAS2-05

I-Ferguson2-04

- The Marin Headlands should be described as a secondary viewing area in the land use section of the EIR, and it should be described as habitat for the endangered Mission blue butterfly. [A-NPS2-50]
- There is no mention of SAFR in the “Northern Shore of San Francisco and GGNRA” section. [A-NPS2-51]
- Please edit the description of the Presidio Trust jurisdiction in the land use section. [A-Presidio-04]
- Sausalito ferries depart from the Ferry Building in San Francisco. [A-GGBHTD-05]
- The land use setting section fails to discuss the “ecological use” and “ecological value” of park lands. The section should clearly state that such uses and values are attractions for park visitors in both primary and secondary viewing areas. [O-GGAS2-04, O-GGAS2-05]
- The land use setting does not adequately describe uses at Aquatic Park. [I-Ferguson2-204]

#### Response LU-1

The commenters request edits to the setting discussion in Chapter 5, Section 5.2, Land Use, to indicate jurisdictional boundaries, secondary viewing areas, and additional attributes of land uses.

The EIR land use setting section is divided into sub-sections, which are further divided into sub-sections, as described below. The font style and size are used to indicate sub-sections and match those used elsewhere in Chapter 5, as follows:

- **Section 5.2.1.1, Existing Land Uses at Project Sites and Vicinity** (pages 5.2-1 to 5.2-15)
- **Section 5.2.1.2, Existing Water Uses in the Central San Francisco Bay** (pages 5.2-15 to 5.2-16)
- **Section 5.2.1.3, Uses at Secondary Viewing Areas** (pages 5.2-16 to 5.2-19)

Within Section 5.2.1.1, Existing Land Uses at Project Sites and Vicinity, are the following sub-sections, as indicated by font size and style:

- *Port of San Francisco Piers, Water Areas, and Other Facilities* (pages 5.2-1 to 5.2-11)
- *Northern Shore of San Francisco and GGNRA* (pages 5.2-11 to 5.2-14)
- *San Francisco Civic Center, Union Square, and Justin Herman Plaza* (page 5.2-14)
- *Treasure Island* (page 5.2-15)
- *Yerba Buena Island* (page 5.2-15)

Within the “Northern Shore of San Francisco and GGNRA” section are the following sub-sections, as indicated by font size and style:

- **Cavallo Point, Marin County** (pages 5.2-11 to 5.2-12)
- **Alcatraz Island** (page 5.2-12)
- **Presidio, Presidio Trust Jurisdiction and Crissy Field** (pages 5.2-12 to 5.2-13)
- **Marina Green and Vicinity** (page 5.2-13)
- **Fort Mason** (pages 5.2-13 to 5.2-14)
- **San Francisco Maritime National Historical Park and Aquatic Park** (page 5.2-14)

Therefore, in response to Comment A-NPS2-51, San Francisco Maritime National Historical Park (SAFR) is already included as a sub-section within the “Northern Shore of San Francisco and GGNRA” section. Nonetheless, to emphasize the jurisdictional separation of SAFR from other portions of the northern waterfront of San Francisco, the heading text on page 5.2-11 is modified as follows (deleted text is shown as ~~strike through~~ and new text is underlined):

*Northern Shore of San Francisco, SAFR, and GGNRA*

This revision does not change the analysis or conclusions presented in the EIR.

Regarding the request for description of the Marin Headlands as a secondary viewing area, as stated in Section 5.2.1.3, Uses at Secondary Viewing Areas, on page 5.2-19, “In Marin County, secondary viewing areas primarily include shoreline areas and south- and east-facing slopes, such as roadside pulloffs in the GGNRA’s Marin Headlands and at Fort Baker, as well as along



the Sausalito waterfront and south side of Angel Island State Park.” Therefore, in response to Comment A-NPS2-50, the Marin Headlands are described thoroughly as a secondary viewing area within the EIR land use section.

Mission blue butterfly habitat is not considered a “land use” under CEQA and is not described in that context. Instead, Mission blue butterfly habitat in the Marin Headlands is described in Chapter 5, Section 5.14, Biological Resources. As stated on page 5.14-5, “The NPS considers suitable – and potentially occupied – Mission blue butterfly habitat to extend west along the Marin Headlands south of Conzelman Road, and especially in the vicinity of Kirby Cove. For detailed maps of this area, see Appendix PD (NPS Management Zone Planning Maps for Hawk Hill).” Therefore, the EIR adequately conveys the presence of the habitat in the Marin Headlands.

Comment A-Presidio-04 requests clarification regarding the current Presidio Trust jurisdiction, land use controls, and uses. In response to this comment, the EIR text on page 5.2-12, third paragraph, is revised as follows (deleted text is shown as ~~striketrough~~ and new text is underlined):

The Presidio of San Francisco is a historic military ~~installation post~~ and today is a national park site ~~in the City of San Francisco~~. It contains a total land area of 1,480 acres that includes 500 historic buildings, a collection of coastal defense fortifications, a national cemetery, a saltwater marsh and ecological reserve, forests, beaches, native plant habitats, coastal bluffs, and hiking and biking trails. The Presidio also includes a wide range of commercial, institutional, and creative uses, such as a museum, schools, gift shops, restaurants, medical services, golf course, national cemetery, bank, residential housing, and digital arts offices. The Presidio is under exclusive federal jurisdiction and therefore is not subject to state and local land use plans and policies. Lacking any jurisdiction, the City’s zoning map indicates that the zoning districts for the Presidio are mapped as a P (Public) District and an OS (Open Space) Height and Bulk District.

This revision does not change the analysis or conclusions presented in the EIR.

Also, in response to this comment, the EIR text on page 5.2-12, last paragraph, is revised as follows (deleted text is shown as ~~striketrough~~ and new text is underlined):

None of Area B is proposed for direct use by the America’s Cup Event Authority, although spectators ~~may must~~ traverse this area to access the Crissy Field Shoreline. ~~The Various~~ buildings within Area B and the proximity of Crissy Field are occupied by a sporting goods store, local university, rock-climbing gymnasium, indoor trampoline park, swim school, and sport shop. ~~sports medicine facility.~~

This revision does not change the analysis or conclusions presented in the EIR.

In addition, in response to Comment A-GGHTD-05 that Sausalito ferries also depart from the San Francisco Ferry Building, the EIR text on page 5.2-8, end of second full paragraph, is revised as follows (deleted text is shown as ~~striketrough~~ and new text is underlined):

Ferries to Tiburon, Sausalito, Angel Island, Larkspur, Vallejo, Oakland, and Alameda depart from the Downtown Ferry Terminal on the west side of the Ferry Building.

This revision does not change the analysis or conclusions presented in the EIR.

Regarding comments requesting additional discussion of GGNRA lands' "ecological value" and "ecological use," the existing land uses of the GGNRA lands within the primary and secondary viewing areas of the proposed project are discussed on pages 5.2-11 through 5.2-14. The purpose of that setting section is to describe existing uses in the context of the land use impact criteria, listed on page 5.2-19 and repeated here:

The City has not formally adopted significant standards for impacts related to land use, but generally considers that implementation of the projects could have a potentially significant impact related to land use if the projects were to:

- Physically divide an existing community;
- Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect; or
- Have a substantial impact on the existing character of the vicinity.

These impact criteria do not relate to "ecological value" or to the reasons that people visit park lands. Instead, these criteria relate to existing land use and land use plans and policies. As stated in Section 5.2, the AC34 events would result in less-than-significant impacts related to land use.

Nonetheless, to better reflect the uses of Crissy Field, the following text is revised at the top of page 5.2-13, before the "Impact of America's Cup" heading (deleted text is shown as ~~struckthrough~~ and new text is underlined):

***Crissy Field.*** Area A of the Presidio, known as "Crissy Field," is located between Mason Street and the San Francisco Bay. This area comprises more than 100 acres of scenic waterfront property and remains under the jurisdiction of GGNRA. Crissy Field has undergone a major habitat restoration that included the conversion of approximately 22 acres into a tidal marsh. The area also includes large open grassy fields on the historic airfield, a warming hut, marine sanctuary center, wildlife protection area, wide multiuse path for walkers and bikers, picnic and barbecue areas, and more than 1,000 paved and unpaved parking spaces. Crissy Field is zoned P (Public) on the City's Zoning Map. The field is used as a passive and active recreational area for residents and tourists in the City. Crissy Field is proposed to be an America's Cup primary spectator venue in both 2012 and 2013.

This revision does not change the analysis or conclusions presented in the EIR.

Recreational resources within GGNRA lands are described in Section 5.11, Recreation, pages 5.11-12 to 5.11-15. The habitats and wildlife present in GGNRA lands, as well as any applicable biological resource plans or policies, are described in the EIR in Chapter 5, Section 5.14, Biological Resources.

Comment I-Ferguson2-04 requests that the Dolphin Club and South End Rowing Club be included in the description of existing uses in the land use setting. Please note that the land use setting is intended to provide a summary of existing uses and not an exhaustive list of every institution, business, and other use in the project area. Page 5.2-2 describes Fisherman's Wharf as extending to, but bounded by, the San Francisco Maritime National Historic Park and Aquatic Park (SAFR). Page 5.14, however, includes a description of SAFR. The following text is revised at in the middle paragraph of page 5.2-14 (deleted text is shown as ~~striketrough~~ and new text is underlined):

As shown in Chapter 3, the San Francisco Maritime National Historic Park (SAFR) extends from the west end of Fisherman's Wharf, starting west of Hyde Street, to Fort Mason just west of Van Ness Avenue. It includes areas within both Aquatic Park (which are zoned for Public Use) and the Port of San Francisco (which are zoned for Community Business uses). Aquatic Park includes a beach, concrete stadium, grassy lawns, and the horseshoe-shaped Municipal Pier extending into the Bay. It is home to the Dolphin Club and the South End Rowing Club, which swim in Aquatic Park, row in the Bay and on Lake Merced, play in tournaments, and participate in organized swims and races. The National Park Service Pacific West Information Center is currently located in the SAFR visitor center on the corner of Hyde and Jefferson Streets. The Aquatic Park Historic District is a National Historic Landmark and is listed on the National Register of Historic Places. South of SAFR are residential uses of mixed density, and east of SAFR is Fisherman's Wharf, described above.

This revision does not change the analysis or conclusions presented in the EIR.

## 12.7.3 Water Uses [LU-2]

### Summary of Issues Raised by Commenters

This response addresses all or part of the following comment:

A-PortOak-01

- The proposed race area may disrupt access to shipping channels and access to dredged materials disposal areas. The EIR fails to identify impacts or mitigation measures for these areas of concern related to economic losses, increased air emissions, and vessel traffic congestion. In addition, delayed maintenance dredging will have impacts on marine biological resources. Given that the Water and Air Traffic Plan is not yet available for review, these impacts should be analyzed in the EIR. [A-PortOak-01]

### Response LU-2

The commenter requests analysis of impacts related to obstruction of vessel traffic and maintenance dredging procedures.

As stated in CEQA Guidelines Section 15064(e), “Economic and social changes resulting from a project shall not be treated as significant effects on the environment.” Economic impacts and impacts of vessel traffic congestion are considered environmental impacts under CEQA only to the extent that they result in a physical environmental effect.

The United States Coast Guard has regulatory authority to produce Special Local Regulations to define rules and procedures for managing traffic by all navigational vessels of the Bay during the AC34 events. This includes a public outreach and comment process involving ports and water-based maritime operators, ferry and excursion operators, marinas and recreational boating stakeholders to address and respond to operational requirements of shipping channels and access to dredged materials disposal areas.

The Water and Air Traffic Plan will incorporate the Coast Guard Special Local Regulations, but does not determine its requirements. Please also see Response PD-7, which describes the purpose of the implementation plans. As the response indicates, these plans are vehicles through which mitigation measures can be implemented, but they are not, in and of themselves, the mitigation measures.

The commenter does not indicate how temporarily delayed dredged materials disposal or commercial shipping would affect air quality, water quality, or marine biological resources. The United States Coast Guard priority is to maintain safety and the commercial shipping channel and dredging operations within the Bay during the event. Any potential temporary restriction on these activities in the Central Bay is being coordinated in advance with applicable agencies, as described in Response GEN-1. Given this coordination, the project would not result in unaware ship captains idling boats that would result in increased emissions that could affect air quality. In addition, the proposed project would not relocate, expand, or intensify existing dredged material disposal activities.

In response to this comment, the following text is added at the top of page 5.2-28, before the “Impact of America’s Cup” heading (deleted text is shown as ~~striketrough~~ and new text is underlined):

As described above, Central San Francisco Bay is a major intersection of shipping, recreational, and commuter ferry routes. Shipping and dredged materials disposal are undertaken in specific, designated locations. The proposed project would not change these designations or otherwise permanently alter these uses. However, it is possible that ferry service, commercial shipping, or dredged materials disposal could be temporarily restricted during race events. Such restrictions would be coordinated in advance with applicable agencies, pursuant to United States Coast Guard procedures. These limitations would be temporary in nature and would not constitute significant changes in use.

This revision does not change the analysis or conclusions presented in the EIR.

## 12.7.4 Rezoning for Tenant Relocation [LU-3]

### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-SFRA-03

A-SFRA-07

- The EIR land use section is inconsistent in its description of the compliance of the dinner theater use with existing zoning districts. Page 5.2-27 states that the use would require a zoning change, but page 5.2-30 states that it would not require a zoning change. The use is permitted in the Mission Bay South Redevelopment Plan. [A-SFRA-03, A-SFRA-07]

### Response LU-3

In response to this comment, the EIR text on page 5.2-27, end of the fourth full paragraph, is revised as follows (deleted text is shown as ~~striktthrough~~ and new text is underlined):

Relocation of the dinner theater to either of these locations would change the existing land use. ~~Both moves~~ Neither move would require a zoning change to accommodate the dinner theater use.

This revision does not change the analysis or conclusions presented in the EIR.

## 12.7.5 Private Residences [LU-4]

### Summary of Issues Raised by Commenters

This response addresses all or part of the following comment:

A-NPS2-191

- The AC34 events would draw crowds that could affect the privacy of leased residences in Upper Fort Mason. [A-NPS2-191]

### Response LU-4

The comment does not directly address the adequacy or accuracy of the Draft EIR or the information contained therein. Privacy concerns are beyond the scope of CEQA.

Fort Mason hosts numerous public events each year, through formal permitting processes, during which event planners coordinate with the National Park Service to ensure crowd control and monitoring. AC34 event planners would similarly coordinate with the National Park Service through the permitting processes to ensure that privacy concerns for Fort Mason residents are adequately addressed.

## 12.7.6 Change of Recreational Use / Privatization of Waterfront [LU-5]

### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-NPS2-52	A-NPS2-54	A-SFPC-Moore-10
A-NPS2-53	A-NPS2-55	O-Baykeeper-01
A-NPS2-62	A-SFPC-Moore-08	I-Ferguson2-04

- Public access and educational programs must be provided on GGNRA and SAFR lands during the events to support the special use permits. A commitment must be made to ensure that a range of public recreational uses would continue to be accommodated within GGNRA and SAFR lands and waters, with temporary adjustments if needed. The agency that has permitting approval should be clarified. [A-NPS2-52, A-NPS2-55]
- There is no analysis that covers the projects' impacts on access to Alcatraz or the embarkation point. The EIR should be corrected to state that functions will occur during normal operational hours at Alcatraz. [A-NPS2-54]
- The EIR should emphasize that the proposed uses on GGNRA lands require approval and that they will not be approved if they do not meet acceptable standards. [A-NPS2-53, A-NPS2-62]
- The AC34 events would temporarily privatize the waterfront in key locations during the events. It would cut off people from access to Marina Green and Crissy Field. [A-SFPC-Moore-08, A-SFPC-Moore-10]
- It is important to preserve the cultural nature and public trust asset of Aquatic Park. [O-Baykeeper-01]
- The EIR should include a description of Dolphin Club and South End Rowing Club on page 5.2-30 to be consistent with inclusion of the San Francisco Bay Club. [I-Ferguson2-04]

### Response LU-5

The commenters express concern about the privatization of, and potential limitation of access to, public recreational lands on a temporary basis during the AC34 events. Some commenters request that public access and continued recreational use be provided during the AC34 events.

The impacts of temporary AC34 facilities and potential displacement of recreational uses are discussed in the context of CEQA land use impacts in Chapter 5, Section 5.2, Land Use. For a discussion of the displaced recreational uses in the context of CEQA recreational impacts, please see Chapter 5, Section 5.11.

Regarding land use impacts, as stated on pages 5.2-20 and 5.2-21, during the 2012 events at Marina Green, "the majority of the areas within the AC Village would be open to the general public, although certain areas and functions within the venue would be limited to private guests and/or sponsors and staff. ... The temporary facilities would generally preclude active recreational

activities from taking place for the duration of the 2012 events. The AC Village use, however, could be considered a passive recreational use. Therefore, given the temporary and recreational nature of the event, the AC 2012 Village at Marina Green would not be considered a major change in use.” Please also see Response PD-6, which describes the planned ticketed and non-ticketed areas at Marina Green.

Regarding Crissy Field, as stated on page 5.2-25, proposed event uses at Crissy Field in both 2012 and 2013 would require GGNRA permits under GGNRA regulations. Existing open space recreational uses would be temporarily displaced, as described on pages 5.2-25 and 5.2-26:

These uses would be a departure from the open space recreational use of Crissy Field during typical days when a major event, such as Fleet Week, is not taking place. Instead, these uses would be similar to those of major events, but intensified and over a longer period of time. In effect, Crissy Field’s open recreational uses would be limited to the areas not occupied by these temporary uses. During days of peak attendance, it is likely that typical recreational uses could not be accommodated within Crissy Field, due to the numbers of spectators that would occupy the area. This would be considered a minor, temporary change in use.

Regarding SAFR / Aquatic Park, as stated on page 5.2-26, the project sponsor plans to provide concessions, displays, merchandise sales, and hospitality services in the area. Potential private events may be held within SAFR museum, subject to a permit issued by NPS. There are no plans to restrict access, although some users could be displaced by crowds during the temporary events. The proposed uses would require permits. Please also see Chapter 11, which describes changes to the AC34 venues that would occur under the AC34 Project Variant. In response to the comment, the EIR text on page 5.2-26, end of the fourth full paragraph, is revised as follows (deleted text is shown as ~~striketrough~~ and new text is underlined):

The proposed temporary uses would require permits from ~~GGNRA~~SAFR and would not be considered a major change in use.

This revision does not change the analysis or conclusions presented in the EIR.

The impacts on transportation, including impacts on ferry service and on traffic along The Embarcadero, are analyzed in Section 5.6, Transportation and Circulation. These impacts are not classified as land use impacts under CEQA, and therefore are not discussed in this section. Please see Response TR-6.

Regarding the comment that uses on GGNRA lands will not be approved if they do not meet acceptable standards, statements that the AC34 events would require permits from the NPS/GGNRA pursuant to agency regulations are included throughout Section 5.2, Land Use. For example, in addition to the edited text from page 5.2-26 shown above, there is text on page 5.2-25 regarding temporary uses at Crissy Field. The EIR states that “The proposed temporary uses would require GGNRA permits under GGNRA regulations.” These statements indicate that these uses must meet permit requirements and are discretionary, and that acceptable standards of the GGNRA, SAFR,

and other applicable agencies must be met before project approval. Permits from these agencies are also listed under “Approvals” in Chapter 3, Project Description, on page 3-116.

These temporary displacements would be of a longer duration than typical major events, such as the displacement that occurs in Crissy Field during Fleet Week. However, the displacements would be shorter than some other displacements, such as the temporary 3- to 5-year displacement of outdoor recreational uses at East Crissy Field to accommodate Crissy Field Center during the Doyle Drive construction project. As stated on page 5.2-30, the temporary uses would result in a temporary change in character at some sites, but these temporary facilities would be consistent with the character of the area in terms of proposed uses and physical compatibility.

Temporary displacement is considered a temporary change in character, and it is not considered a physical division of an established community. Therefore, CEQA land use impacts would be less than significant, as stated in Section 5.2, Land Use, on pages 5.2-28 and 5.2-29.

Finally, regarding access to Alcatraz Island, public access is provided via a ticketed ferry at Pier 31½, along The Embarcadero. Pedestrian and transportation impacts along The Embarcadero and The Embarcadero promenade are analyzed in Section 5.6, Transportation and Circulation, and are not considered land use impacts in the context of CEQA. Please see Response TR-7a. Disruptions in ferry service, if any, related to the AC34 events are also discussed in Section 5.6 and would be further addressed by the United States Coast Guard under its authority to issue Special Local Regulations that set the rules and requirements for vessel traffic during the AC34 events.

Please see Responses RE-1 through RE-6, which discuss displacement of recreational activities in the context of CEQA recreational impacts. As stated there, restricted public access to park lands is not a significant impact under CEQA unless such restriction results in park users visiting other recreational facilities and causing physical degradation of these facilities. Please also see Response INT-2, which explains the differences between the CEQA and NEPA processes. The impacts of restricted public access at existing recreational facilities, as well as displacement of existing recreational activities, are analyzed under the separate NEPA process.

Comment I-Ferguson2-01 requests that the Dolphin Club and South End Rowing Club be discussed in the Draft EIR on page 5.2-30. The location requested is within Impact LU-3, which analyzes the impact of the America’s Cup project on land use character. The San Francisco Bay Club is mentioned in the text as evidence of a transition from industrial and shipping uses on The Embarcadero. The Dolphin Club and South End Rowing Club are not located along The Embarcadero, and these long-time uses are not evidence of a transition in that area. As stated at the top of page 5.2-31, “temporary facilities would be consistent with the character of the area in terms of proposed uses and physical compatibility.” Land use impacts on Aquatic Park, and on the recreational clubs there, would be less than significant.



## 12.7.7 Conflict with Land Use Policies and Character, NPS and Sausalito [LU-6]

### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-NPS2-08  
A-NPS2-22

A-NPS2-23  
A-NPS2-47

A-Sausalito-03

- The commenter disagrees with the findings that land use impacts would be less than significant without mitigation. Visitor uses would be displaced for a “long period of time.” Large-scale repair would be required. Users would experience crowded and potentially hazardous conditions that would increase the likelihood of injuries. Emergency access could be blocked. The EIR evaluates impacts where the City has identified significance criteria and mitigation measures for City and County CEQA thresholds have been developed, but impacts on NPS lands outside of City and County CEQA thresholds have not been included. Mitigation is not binding. The commenter disagrees that impacts on “visitor experience, park operations, park partners, socioeconomics, and other categories” are not part of the physical change of the project and so do not require analysis. CEQA Guidelines Section 15063(d) states that impacts include indirect actions and effects. [A-NPS2-08, A-NPS2-23]
- Conflicts with NPS land use plans, policies, and regulations for resource protections—as well as conflicts with existing uses on NPS lands—are significant impacts requiring mitigation measures. Personal watercraft uses and helicopter uses would conflict with NPS regulations and land use plans for Crissy Field and Alcatraz. Public and staff access to all NPS lands must be maintained. The EIR fails to identify these as impacts, and the NPS requires performance commitments of management of event size and activities within the capacity of NPS event venues to ensure impacts would not be adverse. [A-NPS2-22, A-NPS2-47]
- The National Park Service disagrees with the conclusion that 80,000 spectators would have a less-than-significant impact on the land use character of Crissy Field. The area is home to diverse natural, cultural, and recreational uses. Impacts on its character, and on the character of SAFR, are not adequately addressed or mitigated in the EIR. [A-NPS2-23]
- NPS sites do not have the crowd capacity identified in the EIR, and there is no analysis to indicate otherwise. Large crowds would displace existing uses and be out of scale with the “small to medium sized” events to be accommodated in Crissy Field according to the Crissy Field Plan/EA/FONSI. [A-NPS2-47]
- The EIR should include a discussion of the Sausalito General Plan Environmental Quality Element in the Biological Resources—Marine Resources section of the EIR. Additionally, the project may have an adverse impact on Sausalito’s shoreline character, which is known for its panoramic views. [A-Sausalito-03]

### Response LU-6

The commenters state that the EIR fails to account for policies of the National Park Service and the City of Sausalito, and that impacts related to conflicts with these policies are (or may be )

adverse and/or significant and mitigation measures should be implemented to lessen the impacts. Commenters also state that park access may be limited during the AC34 events, thereby resulting in significant impacts, and that AC34 would result in impacts on land use character. Some commenters state that the project would result in impacts on recreational uses.

As stated on page 5.2-19, the City generally considers projects to have a CEQA land use impact if projects would:

- Physically divide an existing community;
- Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect; or
- Have a substantial impact on the existing character of the vicinity.

#### ***CEQA Guidelines Section 15064(d)***

As stated in CEQA Guidelines Section 15064(d), “economic and social changes resulting from a project shall not be treated as significant effects on the environment. ... Where a physical change is caused by economic or social effects of a project, the physical change may be regarded as a significant effect in the same manner as any other physical change resulting from the project.”

The analyses in the EIR comply with Section 15064. The A-NPS-08 commenter’s quotation of Section 15064(e) states that if a project causes overcrowding at a public facility, and that overcrowding causes an adverse effect on people, the overcrowding would be regarded as a significant effect. The EIR analyses found that the spectator crowds generated by the AC34 events would result in physical impacts on people, and these impacts would be less than significant or less than significant with identified mitigation measures incorporated. For example, physical impacts on people that could be caused by “overcrowding” include impacts related to emergency vehicle access; bicycle or pedestrians or accessibility; sidewalk crowding; exposure of people to adverse effects related to groundshaking, liquefaction, slope instability, structures that could become unstable, significant risk involving flooding, significant loss, injury, or death involving inundation by seiches, tsunami, or wildfires; and release of hazardous building materials. These physical impacts on people that could be caused by crowding were found to be less than significant (or less than significant with identified mitigation measures incorporated) in Sections 5.6, Transportation and Circulation; Section 5.15, Geology and Soils; Section 5.16, Hydrology and Water Quality; and Section 5.17, Hazards and Hazardous Materials.

The commenter’s requests for analysis of the AC34 events’ impacts on “visitor experience, park operations, socioeconomics, park partners, and park budgets” are noted. These topics are not CEQA impact criteria, but may be addressed through the NEPA and approval process for the AC34 project. The commenter does not provide information as to how the AC34 events would affect these topics to the extent that a “reasonably foreseeable” physical impact under CEQA would result (CEQA Guidelines Section 15064(d)). As indicated in Chapter 5, Section 5.11,

Recreation, page 5.11-36, “this EIR is a CEQA document and is subject to a different set of standards and requirements than a NEPA document.” Therefore, the impact analysis does not address disruption or use of existing recreational facilities. However, the NEPA document would address recreational impacts on NPS lands. As also stated on page 5.11-36, the Parks Event Operations Plan would “identify potential issues and cost-effective solutions to help create a positive spectator experience during the AC34 events as well as aim to respect the needs of other incidental visitors that may be in affected areas, consistent with the mission and objectives of all parties.” Please see Response INT-2, which discusses the difference between CEQA and NEPA.

### ***Conflict with Land Use Plans***

In Comments A-NPS2-08, A-NPS2-22, and A-NPS-47 regarding NPS land use plans and policies, the commenter disagrees with the approach to analysis of land use impacts related to conflict with plans and policies. The commenter states that the project would conflict with the Crissy Field Plan/EA/FONSI. The commenter also discusses potential conflicts with NPS management regulations and policies and land use plans for resource protections.

As stated in Chapter 4, Plans and Policies, page 4-6, “the AC34 project would be required to comply with the *GGNRA General Management Plan*, as further discussed in Sections 5.11 and 5.14, Recreation and Biological Resources, respectively. No potential conflicts of the proposed project with the *GGNRA General Management Plan* have been identified.” Additionally, please also see Response PP-3a, which includes text edits to Chapter 4 to include additional NPS policies and plans, including the Crissy Field Plan.

Regarding NPS resource protection and management regulations, as stated in Chapter 5, Section 5.2, page 5.2-20, “Land use policies are policies that pertain to the type, location, and physical form of new development,” including General Plans, Specific Plans, and zoning ordinances. “Management regulations and policies” related to activities for temporary events, such as the boundaries for allowable helicopter or personal watercraft operation during the AC34 events, as cited by the commenter, are only considered land use plans to the extent that they pertain to the type, location, and physical form of new development. Resource management plans have informed some of the mitigation measures included in this EIR, primarily as discussed in Section 5.14, Biological Resources. These mitigation measures identified in management regulations and policies will be further refined through the NPS special use permits for the AC34 events.

Similarly, “plans for resource protection,” are not considered “land use plans or policies that pertain to the type, location, and physical form of new development.” Instead, resource protection plans—such as plans and policies that protect cultural, biological, and other resources—are discussed in the “Regulatory Framework” sections of those applicable sections of the EIR. For example, biological resource plans or policies are discussed in Section 5.14, Biological Resources, Regulatory Framework, on pages 5.14-17 through 5.14-24 (Upland Resources) and pages 5.14-73 through 5.14-80 (Marine Resources), and cultural resource plans or policies are discussed in Section 5.5, Cultural and Paleontological Resources, Regulatory Framework, on pages 5.5-65 through 5.5.74.

The Crissy Field Plan, according to the summary published in 1996, was formulated to restore the tidal marsh, improve the shoreline promenade, and restore the airfield and beach.<sup>1</sup> These improvements were completed in 2001, and the plan did not envision the AC34 events. As stated in Response PP-3a, the number of AC34 spectators envisioned at Crissy Field could conflict with the maximum number of spectators envisioned in the Crissy Field Plan.

Crissy Field currently hosts other temporary events, such as spectator crowds during Fleet Week. Crissy Field also hosts long-term temporary facilities, such as the interim Crissy Field Center facility housed in temporary structures at the East Crissy Field. This temporary facility will occupy space in East Crissy Field for a period of 3 to 5 years.

Given that the AC34 events and structures are similarly temporary in nature and recreational in use, and that these temporary recreational uses and facilities would be removed after the 2012 events and again after 2013 events, the facilities would not be considered new development, the type or physical form of which would be in conflict with the Crissy Field Plan.

Nonetheless, as noted above, the number of spectators at Crissy Field would exceed the maximum crowd sizes envisioned in the Crissy Field Plan. As stated in Chapter 4, page 4-1:

Policy conflicts do not, in and of themselves, indicate a significant environmental effect within the meaning of CEQA, in that the intent of CEQA is to determine physical effects associated with a project. Many of the plans of the City and County of San Francisco and the other relevant jurisdictions contain policies that address multiple goals pertaining to different resource areas. To the extent that physical environmental impacts of a proposed project may result from conflicts with one of the goals related to a specific resource topic, such impacts are analyzed in this EIR in that respective topical section.

Therefore, crowd sizes in excess of those envisioned in the Crissy Field Plan would result in a land use impact, related to conflict with plans and policies, to the extent that they result in physical environmental impacts. The physical impacts of such crowds on Crissy Field, itself, are analyzed in other sections of this document, specifically Section 5.5, Cultural and Paleontological Resources; Section 5.11, Recreation; Section 5.14, Biological Resources; and Section 5.16, Hydrology and Water Quality. As discussed in those sections, impacts on Crissy Field would be less than significant with implementation of identified mitigation measures, which set performance standards to manage impacts. These mitigation measures would be supplemented, as determined by the NPS through the NEPA process and through the NPS special event permit, to meet additional NPS requirements outside the scope of CEQA. Also, as stated above under “CEQA Guidelines Section 15064(d),” impacts on people would be less than significant. Therefore, the project would result in less-than-significant physical impacts on Crissy Field, and the conflict with the crowd size envisioned in the Crissy Field Plan would be a less-than-significant land use impact.

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<sup>1</sup> National Park Service (NPS) and Golden Gate National Parks Association, *Summary of the Proposed Crissy Field Plan: Nature, History, and Recreation: Fulfilling the Promise of Crissy Field*, June 1996.

In response to this comment, the EIR text on page 5.2-25, last paragraph, and 5.2-26, first paragraph, is revised as follows (deleted text is shown as ~~striketrough~~ and new text is underlined):

These uses would be a departure from the open space recreational use of Crissy Field during typical days when a major event, such as Fleet Week, is not taking place. Instead, these uses would be similar to those of major events, but intensified and over a longer period of time. The number of users at Crissy Field during this period of time could conflict with the Crissy Field Plan, as discussed in Chapter 4. In effect, Crissy Field's open recreational uses would be limited to the areas not occupied by these temporary uses. During days of peak attendance, it is likely that typical recreational uses could not be accommodated within Crissy Field, due to the numbers of spectators that would occupy the area. This would be considered a minor, temporary change in use. Please see Section 5.11 for an analysis of impacts to recreational resources.

This revision does not change the analysis or conclusions presented in the EIR.

In addition, the following paragraph is inserted before the first full paragraph on page 5.2-30 (deleted text is shown as ~~striketrough~~ and new text is underlined):

Regarding impacts related to conflict with NPS plans and policies, crowd sizes in excess of those envisioned in the Crissy Field Plan would result in a land use impact to the extent that they result in physical environmental impacts. The physical impacts of such crowds on Crissy Field itself are analyzed in other sections of this document, specifically Section 5.5, Cultural and Paleontological Resources; Section 5.11, Recreation; Section 5.14, Biological Resources; and Section 5.16, Hydrology and Water Quality. As discussed in those sections, impacts on Crissy Field would be less than significant with implementation of identified mitigation measures, which set performance standards to manage impacts. These mitigation measures would be supplemented, as determined by the NPS through the NEPA process and through the NPS special event permit, to meet additional NPS requirements outside the scope of CEQA.

This revision does not change the analysis or conclusions presented in the EIR.

Regarding the impacts on marine biological resources in the context of the Sausalito General Plan, please see Section 12.20, Response BIM-2.

### ***Conflict with Crissy Field Land Use Character***

Regarding impacts on natural, recreational, and cultural resources at Crissy Field, from up to 77,000 people over the course of an entire day are anticipated to visit Crissy Field during the five "average peak weekend race days" in 2013. Comment A-NPS2-23 states that the impacts of this number of visitors on Crissy Field's cultural resources, natural resources, and recreational uses are not discussed, and that similar impacts on SAFR are not discussed, in the land use section of the EIR.

In accordance with the CEQA land use impact criteria listed at the beginning of this response, impacts on cultural resources, biological resources, and recreational resources are only considered land use impacts to the extent that they divide a community, conflict with a land use plan adopted for the purpose of avoiding an environmental impact, or have a substantial impact on the existing land use character of the vicinity. The analysis of the projects' effects on existing land use character includes consideration of the character of proposed development relative to the existing land use context. An adverse effect would occur if a new use were placed next to an incompatible existing use, such that the basic function of either the existing use or the new use would be impaired. For example, if a residential use were located next to a factory with toxic air emissions, either or both uses would be unable to function as intended.

As discussed in Chapter 5, Section 5.2, Land Use, and in this section, the AC34 events would result in a temporary change in land use character at Crissy Field and SAFR. These changes would be a departure from the existing uses, but they would be temporary in nature and not substantial. Moreover, despite the increased intensity of uses under AC34, both Crissy Field and SAFR would continue to serve as recreational areas, as they do now. As stated in Chapter 3, Project Description, on page 3-116, the proposed project would require permits from the National Park Service to allow for use of Crissy Field. This permitting procedure would be analyzed in accordance with NEPA and would further ensure that the project would not result in a significant land use impact. Therefore, the project would not result in a permanent change of land use, and the temporary change in land use character would not be considered substantial enough to result in a significant impact.

For impacts on cultural resources, please see Section 5.5; for impacts on biological resources, Section 5.14, and for impacts on recreational resources, Section 5.11. Please also see Response INT-2, which discusses the differences in analysis and impact determination between CEQA and NEPA. See also responses in Section 12.16, Response RE-1, which address impacts on recreational facilities under CEQA. Concerns related to adherence to NPS management plans and regulations may be addressed through NEPA and the NPS permitting processes. CEQA land use impacts on NPS lands would be less than significant.

### ***Conflict with Sausalito Land Use Character***

For Comment A-Sausalito-03, please also see Section 12.20, Biological Resources, Marine, for the response associated with the commenter's issues related to the marine environment along the Sausalito shoreline and Richardson Bay and conformance with the Sausalito General Plan.

Regarding the character of the Sausalito shoreline, as stated on page 5.2-31, "The project would not result in a substantial adverse change in the existing land use character along the waterfront or adjacent areas." These areas include the Sausalito shoreline, which would experience only a temporary increase in visitorship during the race events. This temporary increase would not change the land use character to the extent that would result in a significant impact. Impacts on views are discussed in Chapter 5, Section 5.3, Aesthetics. As stated on page 5.3-30, event and spectator boats would temporarily interrupt scenic bay viewing areas. The impact would be less than significant. Please also see Response AE-5, which further discusses impacts on Sausalito views.

### ***Physical Division of an Established Community***

Regarding Comment A-NPS-23 regarding continued access to Crissy Field and other NPS areas by existing users and staff, limited access to existing park lands is only considered a CEQA land use impact to the extent that it results in a physical division of an existing community (please see the CEQA impact criteria above). As discussed in Chapter 5, Section 5.2, page 5.2-28:

As stated in the Project Description, stages, spectator seating, support offices, storage spaces, team bases, media operations centers, and merchandising stands would be installed and utilized during the events. The uses within these structures would all be temporary, and the structures would be removed upon completion of the events. Although they would increase impediments to travel on City and GGNRA properties, these impediments would be temporary and would not physically divide the surrounding established communities.

The proposed People Plan is being developed for AC34 to set forth an integrated service program to address transportation access, which includes measures to increase bicycle and pedestrian access. As a result, the project would result in less-than-significant impacts on bicycle and pedestrian access. Therefore, the CEQA land use impacts related to access to existing GGNRA and SAFR lands would be less than significant. Please also see Responses RE-1 through RE-6, which discuss potential effects related to displaced recreational uses. These effects are not considered impacts under CEQA but may be addressed through the NEPA process. Impacts on transportation are discussed in Section 5.6. Comments related to cost recovery and restoration costs are beyond the scope of CEQA.

## **12.7.8 Land Use Impacts of Conflicts with Waterfront Special Area Plan [LU-7]**

### **Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-BCDC-01

A-BCDC-03

A-BCDC-06

A-BCDC-17

- Temporary mooring and berthing of vessels in all four SAP-designated Open Water Basins would have an impact that requires mitigation. Also, project proponents must understand that that even if mitigation under CEQA is not required, public benefits with respect to the SAP amendment would be required by BCDC, including eliminating or reducing berthing in Open Water Basins, removing fill, and/or expanding public access. [A-BCDC-01]
- The EIR is correct in its assessment that development of long-term marinas in the Rincon Point and Brannan Street Wharf Open Water Basins would be considered a significant and unavoidable impact. [A-BCDC-03]
- BCDC disagrees that inconsistency with the SAP would be considered a less-than-significant impact. Open Water Basins were designated as mitigation for the increased development opportunities provided in the 2000 amendment to the SAP, not only for the “ecological health of the Bay” as characterized in the EIR. [A-BCDC-06, A-BCDC-17]

## Response LU-7

As detailed and analyzed in Chapter 5, Section 5.2, Land Use, pages 5.2-29 to 5.2-30 and page 5.2-34, the Draft EIR does acknowledge conflicts with BCDC SAP Open Water Basin policies from AC34 spectator yacht berthing and cruise ship berthing associated with the James R. Herman Cruise Terminal. The AC34 temporary berthing and long-term cruise ship berthing related to the AC34 events and the Cruise Terminal project would result in less-than-significant land use impacts, on the basis that they would not conflict with the ecological benefits of creating Open Water Basins. However, future long-term development of marinas in the Rincon Point and/or Brannan Street Wharf Open Water Basin would result in permanent fill, which could have adverse effects on the ecology of the Bay and is therefore found to result in a significant and unavoidable land use impact.

The proposed projects' impacts on cultural resources, including the impacts of the proposed Northeast Wharf Plaza, are analyzed in Chapter 5, Section 5.5, Cultural and Paleontological Resources. Impacts on aesthetics were found to be less than significant, as analyzed in Section 5.3. In addition to this analysis, it should be noted that the design of the plaza is subject to the design review outside of the CEQA process. Please see Chapter 11 for revisions to the plaza as part of the Cruise Terminal Project Variant that developed as a result from further review by the Port and BCDC.

BCDC's disagreement with the impact significance of the temporary berthing in the Rincon Point Open Water Basin is noted. As stated in Chapter 5, Section 5.2, pages 5.2-29 and 5.2-30, "the AC34 project would conflict with certain existing BCDC SAP policies that require the preservation or creation of four Open Water Basins to mitigate, in part, environmental effects of development provided for under the SAP within its Bay jurisdiction." As stated in Chapter 4, Plans and Policies, page 4-16, BCDC is not bound to the impact significance determinations of the EIR:

While BCDC will consider the information and analysis presented in this EIR, the Commission maintains independent authority in evaluating issues and implications of proposed amendment to BCDC plans and determinations for the AC34 and Cruise Terminal projects. Ultimately, in order to approve the proposed uses and improvements, BCDC would need to find them to be consistent with the McAteer-Petris Act, the policies and findings of the Bay Plan and SAP, as amended, prior to approving BCDC permits to allow the implementation of improvements.

It is noted that amendments to the SAP to allow the proposed temporary berthing would have to be reviewed and considered by BCDC to assess the nature and degree of impacts on public views and public access, prior to approval of BCDC permit(s) to construct such improvements. It is acknowledged that BCDC may condition such approvals upon provision of other public benefits, such as the "public access" stated by Comment A-BCDC-01. Nonetheless, as stated above, temporary berthing was found to have a less-than-significant impact in the CEQA analysis. Therefore, under CEQA regulations, no mitigation is required to reduce land use impacts related to temporary berthing.



Please also see Response PP-1, which discusses the conflicts with the SAP, amendments to the SAP, and the BCDC public benefits package submittal.

Regarding the commenter's assertion that the Open Water Basins were designated not "only for the ecological health of the bay," as stated in Chapter 5, Section 5.2, Land Use, page 5.2-29, "the AC34 project would conflict with certain existing BCDC SAP policies that require the preservation or creation of four Open Water Basins to mitigate, in part, environmental effects of development provided for under the SAP within its Bay jurisdiction." This statement is repeated in the last paragraph on page 5.2-37. Therefore, the EIR adequately conveys that the purpose of the Open Water Basins is also to mitigate environmental effects of development provided for by the SAP.

## 12.7.9 Cumulative Land Use Impacts [LU-8]

### Summary of Issues Raised by Commenters

This response addresses all or part of the following comment:

A-DBW-01

- Construction and operation of the proposed projects may affect nearby, concurrent construction projects funded by public agencies. Potential impacts should be identified. [A-DBW-01]

### Response LU-8

The commenter requests cumulative impact analysis, especially related to land use.

The lists of projects included in the near-term and long-term cumulative impact analysis are provided in Chapter 5, Section 5.1, Impact Overview, in Table 5.1-3 on page 5.1-15 and Table 5.1-4 on page 5.1-18.

Cumulative impact analyses are provided at the end of each section of Chapter 5. As stated in Section 5.2, Land Use, on pages 5.2-38 and 5.2-39, cumulative land use impacts would be less than significant.

## 12.7.10 Opinions [LU-9]

### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

I-CooperR-01

I-Hanft-01

I-Hoppe-01

- The commenter hopes there will be no long-term changes to the waterfront. [I-CooperR-01]
- The commenter is opposed to long-term development of Open Water Basins, as such development would destroy ecological and public benefits. [I-Hanft-01]

- The commenter is opposed to the long-term development and displacement of public access associated with it. [I-Hoppe-01]

### **Response LU-9**

The comments do not address the adequacy or accuracy of the EIR. Impacts related to land use associated with long-term development are discussed in the Chapter 5, Section 5.2.2.4, Future Long-Term Development Impacts, pages 5.2-36 to 5.2-38. Impacts related to conflict with the BCDC Special Area Plan (SAP) were determined to be significant and unavoidable. Please also see Response IO-5, which states that future long-term development is analyzed in this document at a conceptual level, and any proposed project would be subject to project-level environmental review.

## 12.8 Aesthetics

### 12.8.1 Overview of Comments on Aesthetic Resources

The comments and corresponding responses in this section cover topics in Chapter 5, Section 5.3, Aesthetics, of the EIR. These include topics related to:

- AE-1, Open Water Basins –Views and Visual Changes
- AE-2, Open Water Basins –Long Term Development Rights
- AE-3, Primary Viewing Areas – Views Affected by Locations and Layout of AC34 Facilities
- AE-4, Secondary Viewing Areas – Effects of Increased Use on Circulation and Views
- AE-5, Sausalito, Southern Waterfront View Corridor
- AE-6, Visual Impact of Retail Vendors on The Embarcadero Promenade
- AE-7, Usage of Herb Caen Way (The Embarcadero Promenade)
- AE-8, Embarcadero Historic District Aesthetics Impacts

### 12.8.2 Open Water Basins –Views and Visual Changes [AE-1]

#### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-CSLC1-08  
O-ACEC-45

O-ACEC-46  
O-NPC-01

O-OHPROA-01  
A-BCDC-13

- The potential impacts on aesthetics and public access related to the mooring of the proposed super yachts at Piers 14 and 22½ are not described in the Draft EIR. The Final EIR should include a discussion of how the views of the bay and public access could be changed by super yachts and what actions will be taken by the Port to ensure that views of the Bay are not obstructed by the yachts. [A-CSLC1-08]
- Provision of AC34 temporary berthing in water basins between Piers 26-28, Piers 23-27 (Northeast Wharf Plaza Open Water Basin), Piers 28-30, Piers 32-36 (Brannan Street Wharf Open Water Basin), and at Aquatic Park and Marina Green, would have both individual and cumulative effects on open water views. The Draft EIR should provide visuals of what the ground level experience would be at these locations. [O-ACEC-45, O-ACEC-46]
- The dock proposed for the Rincon Point Open Water Basin and Brannan Street Wharf Open Water Basin, in both temporary and permanent form, would destroy one of the great waterfront bay vistas and would compromise prime viewing areas for the America's Cup race itself. Both areas are identified as "Open Water Basin" in the BCDC Special Area Plan and should be a focal point of public use and enjoyment. [O-NPC-01]
- Permitting large yachts to berth their vessels in the Rincon Point Open Water Basin would obstruct those views for everyone to a substantial degree, and based upon all information reviewed, provide no end date for those obstructions. It is unacceptable that the City is considering allowing ships to berth in an area that would have provided a viewing area for members of the public who might otherwise have no opportunity to participate in these events. [O-OHPROA-01]

- In addition to the proposed vendor carts, the number of tents, structures, recreational boats, and possible relocation of Teatro Zinzanni to Broadway could significantly block views of the Bay from the shoreline. [A-BCDC-13]

## Response AE-1

Comment A-CSLC-08 indicates that the potential impacts on aesthetics and public access related to the mooring of the proposed large spectator yachts at Piers 14-22½ (Rincon Point Open Water Basin) are not described in the EIR. Comments O-ACEC-45 and O-ACEC-46 indicate that the AC34 temporary berthing in water basins between Piers 26-28, Piers 23-27 (Northeast Wharf Open Water Basin), Piers 28-30, Piers 32-36 (Brannan Street Wharf Open Water Basin), and at Aquatic Park and Marina Green, would have both individual and cumulative effects on open water views. Comment O-NPC-01 indicates that the dock proposed for the Rincon Point and Brannan Street Wharf Open Water Basins in both temporary and permanent form would destroy one of the great waterfront bay vistas. Comment O-OHPROA-01 indicates that permitting large yachts to berth their vessels in the Rincon Point Open Water Basin would obstruct those views for everyone to a substantial degree, and that no end date is provided for those obstructions. Comment A-BCDC-13 indicates that recreational boats, could significantly block views of the Bay from the shoreline.

Proposed layouts and descriptions of temporary berthing at each of the locations cited in these comments are provided in Chapter 3, Project Description, of the EIR. Table 5.3-2, Visual Changes and Planning Objectives for AC34 Venues, on pages 5.3-31 through 5.3-34 of the EIR describes the AC34 proposed uses, visual conditions and (viewer) sensitivities to change, and new temporarily visible project features and any new permanent visible changes for each of these venues. The impact of the AC34 temporary berthing facilities on open water views is addressed in Impact AE-1 on pages 5.3-30 and 5.3-35 of the EIR in the EIR. Impact AE-1 presents renderings of the following: proposed mooring of large spectator yachts at the Rincon Point Open Water Basin (Figure 5.3-11 on page 5.3-42 of the EIR), proposed Piers 30-32 team bases (Figure 5.3-9 on page 5.3-40 of the EIR), the proposed AC Village at Marina Green in 2012 (Figure 5.3-10 on page 5.4-41 of the EIR), and the proposed AC Village at Piers 27-29 in 2013 (Figures 5.3-12 on page 5.4-43, and Figure 5.3-13a on page 5.3-44 of the EIR). These renderings provide context for how open water views within the Rincon Point, Brannan Street Wharf, and Northeast Wharf Open Water Basins and offshore of Marina Green would be affected by proposed AC34 facilities.

As discussed in Impact AE-1 in the EIR, the presence of large spectator yachts, Event Authority sponsor boats, race support vessels, and/or AC72 racing yachts in the Rincon Point and Brannan Street Wharf Open Water Basins would temporarily block expansive views of the open water of San Francisco Bay. As discussed in Impact AE-1 on page 5.3-30 in the EIR, the temporary AC34 structures at Marina Green in 2012 and 2013 would also block views to the water from certain locations along Marina Boulevard and The Embarcadero. At other water areas cited by the commenter, including the Northeast Wharf Open Water Basin and Pier 28-30 water area, moored AC34-related boats could also temporarily block open water views at those locations. Note, however, that cruise ships currently dock at Pier 27, partially obstructing views of the Northeast

Wharf Open Water Basin when they are in port. Open water views of the Pier 26-28 water area from landside locations are currently obstructed by an existing building at Pier 26½. At Aquatic Park, the exhibition boats and video barge would be set back several hundred feet from the shoreline, and thus, views of the waters within Aquatic Park would be largely maintained.

The proposed use of the Rincon Point and Northeast Wharf Open Water Basins would be limited to the period of the AC34 2013 event only. Consequently, the temporary obstruction of public views and scenic vista of the Bay from the AC34 boat berthing at these locations would be limited to the approximate 3-month duration of the 2013 event. The proposed use of Marina Green and Aquatic Park would be for the AC34 2012 and AC34 2013 events; however, all landside and/or waterside facilities at these locations that may obstruct open water views would be removed for the period between the 2012 and 2013 events. Of the venues cited by the commenter, only the berthing facilities at the Brannan Street Wharf OWB and adjacent Pier 28-30 water area would remain in place for the duration of, and between, the AC34-2012 and AC34-2013 events. In any case, following the AC34 events, all proposed berthing facilities would be removed, and open views of these water areas would be returned pre-project conditions. Since the use of these sites for the AC34 events would be temporary, the resultant project effect on scenic vistas at these locations would be less than significant. See also see Response AE-2, below, regarding impact of long-term development rights at the Rincon Point and Brannan Street Wharf Open Water Basins. In addition, please see Chapter 11 regarding changes to the temporary berthing facilities at the Rincon Point and Brannan Street Wharf Open Water Basins and at Piers 26 and 28 that would occur under the AC34 Project Alternative.

Regarding the cumulative effects raised by Comments O-ACEC-45 and O-ACEC-46, the EIR describes cumulative impacts on visual resources in Impact C-AE on pages 5.3-62 and 5.3-63 of the EIR. Please see Chapter 13 for staff-initiated changes made to further clarify project cumulative impacts, including on visual quality. As discussed in revised Impact C-AE, visual quality effects from these projects or adjacent projects are expected to be less than significant. The projects that could potentially result in cumulative impacts on aesthetic resources would be the other development projects along the San Francisco waterfront as indicated in Section 5.1, Table 5.1-1. Port projects would be subject to applicable City and Port plans and policies (which include the Port's Waterfront Land Use Plan and the City's General Plan and Planning Code), and as such are expected to comply with applicable design guidelines, similar to the proposed project. As described in Impacts AE-1 through AE-8 in the EIR, visual impacts of the proposed projects would be less than significant. Impacts associated with the AC34 events would be temporary, and permanent impacts of the cruise terminal and Northeast Wharf Plaza on scenic vistas and scenic resources would also be less than significant. As described in Impact LT-AE, it is assumed that design of future long-term development under the Host Agreement would conform with applicable planning and design guidelines for the waterfront, and any such future development would be subject to project-specific environmental review. Therefore, regardless of cumulative development along the waterfront, both the AC34 and Cruise Terminal projects would make a less-than-significant contribution to a cumulative adverse impact on scenic vistas, scenic resources, visual character, or light and glare.

Comment O-ACEC-45 also indicates that the EIR should provide visuals of the ground-level experience. The comment is noted. Since publication of the Draft EIR, a number of ground-level renderings of various AC34 venues have been prepared for the proposed AC34 Project Variant, including for the AC Village at Marina Green (2012), the AC34 team bases at Piers 30-32 (2013), and the AC Village at Piers 27-29 (2013). Please see Chapter 11 for these ground-level renderings.

Comment O-NPC-1 indicates that the dock proposed for the Rincon Point and Brannan Street Wharf Open Water Basins would compromise prime viewing areas for the America's Cup race itself. However, as discussed in Chapter 3, Project Description, of the EIR, the project proposes several primary viewing spectator venues along the San Francisco waterfront for viewing the sailing races, including but not limited to Crissy Field, Marina Green, and Piers 27-29 (in 2013). Consequently, adequate prime viewing areas for watching the AC34 races would be provided.

### 12.8.3 Open Water Basins - Long-Term Development Rights [AE-2]

#### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

O-ACEC-48	I-Faber-01	I-Moore-01	I-Shey-01
I-Aldrich-01	I-Francis-01	I-Nardil-01	I-Sizemore-01
I-Bankston-01	I-Frantz-01	I-Nardil-02	I-St. Thomas-01
I-Bement-01	I-Gross-02	I-Newton-01	I-Starkman-01
I-Bizzari-01	I-Gusev-01	I-Ortiz-01	I-Suarez-01
I-Burdulis-01	I-Hafer-01	I-Osumi-01	I-Taylor J.-01
I-Calhoun-01	I-Hammer-01	I-Owen-01	I-Taylor K.-01
I-Callan-01	I-Hatch-01	I-Parsons-01	I-Tow-02
I-Chaio-01	I-Innocentin-01	I-Parsons-02	I-Tow-03
I-Chinn-01	I-Johnson-01	I-Purves-01	I-Vaidya-01
I-Cookston-01	I-Kealey-01	I-Reece-01	I-Wade-01
I-Cortis-01	I-Lauder-Walker-01	I-Rhodes-01	I-Walker-01
I-Costales T.-01	I-Lauder-01	I-Riley-01	I-Wang-02
I-Cronbach-01	I-Lee-01	I-Roberts-01	I-Wertz-01
I-Dandillaya-01	I-Leighton-01	I-Rossi-01	I-Whitaker-02
I-Digdigan-01	I-Litwin-01	I-Rynski-01	I-Witcoff-01
I-Elliot-01	I-McGreevy-01	I-Schweisguth-01	I-Wittman-01
I-Erickson-01	I-McKenna J.-01	I-Sebastian-01	

- The Draft EIR assumes without evidence that long-term development of marinas at both South Beach open water basins and Rincon Hill open water basins would have no significant visual impact. [O-ACEC-48]
- Individuals are opposed to, in some cases temporary and otherwise long-term, development because it could block views of the Bay. [I-Aldrich-01, I-Bankston-01, I-Bement-01, I-Bizzari-01, I-Burdulis-01, I-Calhoun-01, I-Callan-01, I-Chaio-01, I-Chinn-01, I-Cookston-01, I-Cortis-01, I-Costales T.-01, I-Cronbach-01, I-Dandillaya-01, I-Digdigan-01, I-Elliot-01, I-Erickson-01, I-Faber-01, I-Francis-01, I-Frantz-01, I-Gross-02, I-Gusev-01, I-Hafer-01, I-Hammer-01,

I-Hatch-01, I-Innocentin-01, I-Johnson-01, I-Kealey-01, I-Lauder-Walker-01, I-Lauder-01, I-Lee-01, I-Leighton-01, I-Litwin-01, I-McGreevy-01, I-McKenna J.-01, I-Moore-01, I-Nardil-01, I-Nardil-02, I-Newton-01, I-Ortiz-01, I-Osumi-01, I-Owen-01, I-Parsons-01, I-Parsons-02, I-Purves-01, I-Reece-01, I-Rhodes-01, I-Riley-01, I-Roberts-01, I-Rossi-01, I-Rynski-01, I-Schweisguth-01, I-Sebastian-01, I-Shey-01, I-Sizemore-01, I-St. Thomas-01, I-Starkman-01, I-Suarez-01, I-Taylor J.-01, I-Taylor K.-01, I-Tow-02, I-Tow-03, I-Vaidya-01, I-Wade-01, I-Walker-01, I-Wang-02, I-Wertz-01, I-Whitaker-02, I-Witcoff-01, I-Wittman-01]

## Response AE-2

Comment O-ACEC-48 indicates that the Draft EIR assumes without evidence that long-term development of marinas at the Rincon Point and Brannan Street Wharf Basin Open Water Basins would have no significant visual impacts. As discussed in Chapter 3, Project Description, of the EIR, the Host Agreement includes provisions that could lead to long-term use of the Rincon Point and Brannan Street Wharf Open Water Basins after conclusion of the AC34 race events, if the Event Authority undertakes certain infrastructure investment. Impact LT-AE in the EIR addresses, at a conceptual level, the potential for long-term development of marinas at the Rincon Point and Brannan Street Wharf Open Water Basins to result in impacts on visual quality. As discussed in Impact LT-AE, the project sponsors have proposed amendments to the BCDC Special Area Plan for temporary uses of the Rincon Point and Brannan Street Wharf Open Water Basins during the AC34 events, but amendments would also be required for potential long-term marina development. The amendments specify that any future proposal for development would require a separate amendment to BCDC plans and associated project-specific environmental review. For the purposes of the conceptual-level analysis, it is assumed that any future long-term development stemming from the Host Agreement—including future marinas—would be designed and constructed in conformance with applicable design guidelines, policies, and standards, including those contained in BCDC's Special Area Plan, the Port's Waterfront Land Use Plan, and San Francisco's General Plan. Thus, this conceptual impact analysis concludes that conformance with these design guidelines, policies, and standards—including any associated public review process—would ensure that the future long-term development impact on visual quality would be less than significant. When site-specific development proposals are available for the marinas, those development proposals would be subject to subsequent, project-specific CEQA review that will include analysis of site-specific visual impacts and evaluate whether or not future developments are consistent with applicable design guidelines. Site-specific mitigation measures would be identified as appropriate at that time. Please also see Response IO-5, Project-Level Analysis of AC34 Events and Conceptual Analysis of Long-Term Development Rights, in Section 12.6.

The numerous comments by individuals expressing their opposition to long-term development of marinas at these open water basins because it would block views of the Bay are noted and will be transmitted to the decision-makers.

## 12.8.4 Primary Viewing Areas – Views Affected by Locations and Layout of AC34 Facilities [AE-3]

### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-BCDC-13	A-NPS2-56	A-NPS2-59	A-NPS2-63
A-NPS2-182	A-NPS2-57	A-NPS2-60	A-NPS2-64
A-NPS2-195	A-NPS2-58	A-NPS2-61	A-NPS2-65

- The addition of AC34 facilities and relocation of Teatro Zinzanni could significantly block views of the Bay from the shoreline. All tents and structures proposed at each venue should be sited and oriented to maximize views of the Bay. BCDC will review these plans to ensure that views corridors are maintained and preserved. [A-BCDC-13]
- The proposed action for facilities and events on park managed lands includes the mooring of ships (outside Municipal Pier, in Aquatic Park, Fort Mason, etc.) as well as tents, bleachers, etc. Please include the effect of these proposals on visual quality, as located improperly they would block views of the races and of park features that non-race-goers may have come to the area to experience. They may also change the appearance of the National Historic Landmark or other cultural landscape resource; this should also be analyzed. [A-NPS2-182]
- If yachts are moored on the outside of Municipal Pier, views of AC34 races would be blocked or degraded from the pier (if public use is allowed), the Aquatic Park lagoon bleachers, and the maritime museum. [A-NPS2-195]
- The NPS requests clarifications and edits of the aesthetics section regarding location names, improved characterization of Crissy Field, and proposed weather station and satellite communications equipment on NPS grounds that would need NPS approval. [A-NPS2-56 through A-NPS2-61 and A-NPS2-63 through A-NPS2-61, and NPS-63 through 65].

### Response AE-3

Comment A-BCDC-13 indicates that the AC34 event tents at Piers 27-29 and Marina Green and structures should be sited and oriented to maximize views of the Bay, and that BCDC will review these plans to ensure that views corridors are maintained and preserved. The preliminary proposed layout of AC34 event tents and other temporary structures at the primary viewing locations was developed in consideration of several factors, including views of, from, and through the venue; available space; deliveries; security and crowd control; and public access. Please also see Chapter 11, for changes at a number of AC34 venue plans under the AC34 Project Variant.

Comment A-NPS2-182 requests an evaluation of the effects of tents, bleachers, and mooring of ships (e.g., outside Municipal Pier, in Aquatic Park, at Fort Mason) on visual quality, indicating that if they were located improperly they would block views of the races and of park features that non-race-goers may have come to the area to experience. Comment A-NPS2-195 also indicates



that if yachts are moored on the outside of Municipal Pier, views of AC34 races would be blocked or degraded from the pier (if public use is allowed), the Aquatic Park lagoon bleachers, and the maritime museum. Impact AE-2 in the EIR addresses the potential effect of AC34 event facilities on scenic resources (vistas, roadways, and designated scenic areas) and the visual character of the project sites and surroundings, including at Fort Mason and Aquatic Park. With respect to Aquatic Park and Fort Mason, there are no large-scale landside installations that would be erected for the AC34 events. At Fort Mason, portable restrooms would be installed below the Great Meadow; all other AC34 installations at Fort Mason would be interior to the buildings at Piers 2 and 3. At the Aquatic Park venue, small temporary AC34-related structures/tents for merchandising and exhibitions, and restrooms, would be installed; private events may also occur within the SAFR museum. Consequently, proposed AC34 landside installations at these venues would not substantially block views of the races or of park features. As discussed in the EIR, Municipal Pier would be closed on race days during the periods that AC34 races occur.

AC34-related moored boats would have the potential to obstruct some views of the water from certain vantage points at some AC34 venues. However, large spectator venues are proposed for viewing the AC34 races at Crissy Field, Marina Green, and Piers 27-29 (in 2013) that would provide optimal viewing of the races. In any case, the AC34 temporary landside facilities and the offshore mooring of boats would not affect the long-term visual character of the project sites and surroundings, and therefore, the impact of this would be less than significant. Please also see Chapter 11 for changes at a number of AC34 venues under the AC34 Project Variant that would further limit view obstruction.

Comment A-NPS2-182 also indicates that the AC34 temporary installations may also change the appearance of the National Historic Landmark (NHL) or other cultural landscape resource. The potential effects of temporary AC34 facilities on cultural resources at the venue sites are addressed in detail in Section 5.5, Cultural and Paleontological Resources, of the EIR, and in Section 12.10 of the Comments and Responses document.

Comment A-NPS2-56 indicates that Lower Fort Mason is located within the GGNRA, and that SAFR has one building there as its headquarters. In response to this comment, the EIR text on pages 5.3-9, last paragraph, is revised as requested (deleted text is shown as ~~striktethrough~~ and new text is underlined):

Fort Mason is a former U.S. Army post and military port facility located directly on San Francisco Bay and a National Register-listed historic district. Fort Mason includes Lower Fort Mason, also known as the San Francisco Port of Embarkation and is part of the GGNRA. ~~, is another National Historic Landmark and part of~~ The San Francisco Maritime National Historic Park (SAFR) headquarters are located in Building E in Fort Mason Center. GGNRA's headquarters are located in Building 201 in Upper Fort Mason.

This revision does not change the analysis or conclusions presented in the EIR.

Comment A-NPS2-57 indicates that a 22-acre portion of the airfield was converted to tidal marsh habitat; the remainder is grass field. In response to Comment A-NPS2-57, the EIR text on

page 5.3-12, second paragraph, is revised as requested (deleted text is shown as ~~striketrough~~ and new text is underlined) (note that other revisions were made to the Crissy Field discussion consistent with other comments received regarding this site, as described below):

Crissy Field was once a paved U.S. Army airfield and became part of the GGNRA in the 1990s. ~~GGNRA converted the airfield into~~ A 22-acre ~~of~~ portion of the airfield was converted to tidal marsh habitat (see Section 5.14, Biological Resources, for further description of the tidal marsh) and the remainder is a large grass field with interpretive paths. ~~and over~~ Crissy Field also includes over 1,000 paved and unpaved parking spaces, although only approximately 400 to 500 of those parking spaces are currently available, as the balance are within the construction easement for the Doyle Drive replacement project. Many of historic hangars and warehouse spaces around Mason Street, the perimeter access road, have been converted to activity and retail centers. Other ~~Uses~~ in Crissy Field include the Crissy Field Center, cafés, gift shops and related recreational facilities. The beach area at the east end of Crissy Field is popular for walkers, joggers, cyclists, sailboarders and kite surfers. The Bay Trail separates the beach areas from the grass of Crissy Field, while providing a lateral connection from the Golden Gate Bridge to Marina Green and points farther east including The Embarcadero. The Presidio Trust manages an inland area of the Presidio that includes a portion of Crissy Field.

This revision does not change the analysis or conclusions presented in the EIR.

Comment A-NPS2-58 indicates that only a portion of Fort Baker was recently converted from an early 1900s Army post to the upscale Lodge at Cavallo Point. Comment A-NPS2-58 also indicates that only the Presidio Yacht Club is at Fort Baker, not the Golden Gate Yacht Club. In addition, Comment A-NPS2-58 indicates that it is better to refer to the trails in the Fort Baker area rather than at Cavallo Point. In response to Comment A-NPS2-58, the EIR text on page 5.3-17, third and fourth bullets, are revised as requested (deleted text is shown as ~~striketrough~~ and new text is underlined):

- ***Fort Baker and Cavallo Point.*** East of the Golden Gate Bridge and near water level, Fort Baker occupies a small valley looking directly at the City of San Francisco, but panoramic views of the water are limited by the hillsides. A portion of Fort Baker was recently ~~was~~ converted from an early 1900s Army post to the upscale Cavallo Lodge of San Francisco. The Children's Discovery Museum is near the shoreline and the Bay Trail passes through on East Road. The United States Coast Guard Station, ~~the Golden Gate~~ and the Presidio Yacht Clubs are located at Fort Baker's Horseshoe Cove. The Fort Baker Pier on the western edge of Horseshoe Cove, is at the base of the Golden Gate Bridge and is proposed as an official AC34 viewing venue for private events.
- ***East Road Pullouts.*** East Road is a scenic road with views out to Angel Island and San Francisco across the Bay. The road connects Fort Baker to Sausalito. It has recently been renovated by the Park Service and provides a designated paved (Class II) pathway for the Bay Trail. Pullouts have been paved, park benches and picnic tables installed and vegetation restored. Occasional trail access is provided to non auto-oriented lookouts in the Fort Baker areas such as Cavallo Point. Please see **Figure 5.3-6, Photos B3 and B4.**

This revision does not change the analysis or conclusions presented in the EIR.

Comment A-NPS2-59 indicates that in Figure 5.3-7, viewpoint E.2, the view is from McDowall Road, not Gas House Cove. In response to Comment A-NPS2-59, the EIR text on page 5.3-18 is revised as follows (deleted text is shown as ~~striketrough~~ and new text is underlined):

E.2. View from ~~Gas House Cove~~ McDowall Road across Fort Mason to the Golden Gate

This revision does not change the analysis or conclusions presented in the EIR.

Comment A-NPS2-60 indicates that the description of the GGNRA, Northern San Francisco needs to include the Coastal Trail along the top of the Presidio Bluffs, and that this area provides excellent views toward the Golden Gate Bridge from many locations. The comment also indicates that Baker Beach and the beach east of the Golden Gate Bridge also have excellent views of the Golden Gate Bridge and the water beneath. In response to Comment A-NPS2-60, the EIR text on page 5.3-19, third paragraph is revised as follows (deleted text is shown as ~~striketrough~~ and new text is underlined):

*The Presidio of San Francisco* has a variety of locations from which to view the Bay. The Coastal Trail now passes along the top of the Presidio Bluffs, and with the recent tree removal in this vicinity, excellent views toward the Golden Gate Bridge and the Bay are available. The Batteries to Bluffs Trail also provides excellent views of the Golden Gate Bridge and the water beneath. The Parade Grounds provide views to the water but panoramic views are constrained by buildings and separated from the Bay by Doyle Drive. ~~There are fleeting views of the Bay and the proposed AC34 race course from cars while driving Doyle Drive.~~ The best views of the Bay, however, are from two small overlooks on Lincoln Boulevard just above Crissy Field as seen in **Figure 5.3-7, Photo E1**. These stops are popular among tourists and very little space is available to accommodate a crowd. *Gas House Cove* is between Fort Mason and Aquatic Park and is connected by a pedestrian path. The walkway provides views of San Francisco Bay, Fort Mason, and the proposed AC34 race course as seen in **Figure 5.3-7, Photo E2**. *China Beach and Baker Beach* are to the west of the Golden Gate Bridge and both look out across the Golden Gate towards the Marin Headlands and the Pacific Ocean. Views of the AC34 races from this perspective would be limited to only to a few glimpses of boats as they pass beyond the Golden Gate Bridge.

This revision does not change the analysis or conclusions presented in the EIR.

Comment A-NPS2-61 indicates that the EIR incorrectly referred to the San Francisco Maritime National Historical Park as the San Francisco Maritime Park. Comment A-NPS2-61 also indicates that the Presidio General Management Plan Amendment (GMPA) should be referenced. In response to Comments A-NPS2-61 and A-NPS2-62, the EIR text on page 5.3-21, fourth paragraph, is revised as follows (new text is underlined):

Regulations governing the Golden Gate National Recreation Area, including Alcatraz Island, Presidio and Crissy Field, and San Francisco Maritime National Historical Park are

promulgated by the National Park Service in accordance with Title 36, Code of Federal Regulations. Specific policies for each area within National Park Service jurisdiction are established in individual general management plans. For National Park Service resources in the study area, the Golden Gate National Recreation Area General Management Plan (1980), identifies maintaining the visual integrity of parkland facilities as an important factor in the placement and design of all new park facilities.<sup>1</sup> The Final General Management Plan Amendment (GMPA) for the Presidio (1994) provided objectives for management and use of the Presidio portion of the GGNRA, including the reestablishment of historic vistas. In addition, the General Management Plan of the San Francisco Maritime National Historical Park (1997) includes an objective to design high-quality facilities that exemplify visual consistency.

This revision does not change the analysis or conclusions presented in the EIR.

Comment A-NPS2-63 indicates that in Table 5.3-2, for Crissy Field, the planning objectives should be from the Presidio GMPA and Crissy Field EA, not the GGNRA General Management Plan. In response to this comment, the EIR text on page 5.3-34, in the middle of Table 5.3-2, is revised as shown on the following page (deleted text is shown as ~~striketrough~~ and new text is underlined).

This revision does not change the analysis or conclusions presented in the EIR.

Comment A-NPS2-64 provides some recommended corrections to the “Existing Conditions and Overall Visual Sensitivity to Change” column for Aquatic Park in Table 5.3-2 in the EIR. (Please note no change is made the “Facility or Venue” column since the correct AC34 venue name used in the EIR is “Aquatic Park.”) In response to this comment, the EIR text on page 5.3-33, in the middle of Table 5.3-2, is revised as shown on the following page (deleted text is shown as ~~striketrough~~ and new text is underlined).

This revision does not change the analysis or conclusions presented in the EIR.

Comment A-NPS2-65 provides some recommended corrections to the “Existing Conditions and Overall Visual Sensitivity to Change” and “Planning Objectives” columns for Fort Baker Pier at Cavallo Point in Table 5.3-2 in the EIR. In response to this comment, the EIR text on page 5.3-34, at the top of Table 5.3-2, is revised as shown on the following page (deleted text is shown as ~~striketrough~~ and new text is underlined).

This revision does not change the analysis or conclusions presented in the EIR.

TABLE 5.3-2 [REVISED]  
VISUAL CHANGES AND PLANNING OBJECTIVES FOR AC34 VENUES

Facility or Venue	AC34 Proposed Use	Existing Conditions and Overall Visual Sensitivity to Change	New Temporarily Visible Project Features	New Permanent Visible Project Features	Primary Visual Planning Objectives Compared to Expected Visual Changes
Spectator Venues					
<i>Crissy Field</i>	<ul style="list-style-type: none"><li>Event Seating</li><li>Hospitality</li></ul>	Golden Gate National Recreation Area and Presidio Trust <ul style="list-style-type: none"><li>Large open lawn at edge of the Bay with open views of water</li><li>Tidal wetlands restoration area just east of lawn area</li><li>Golden Gate Bridge views – Historic structures at Bay edge</li><li>Visual quality and sensitivity to change are <b>High</b></li></ul>	<ul style="list-style-type: none"><li>1 large tent and multiple smaller tents and exhibits, and event stage</li><li>Bleachers, 10 rows deep, for 6,200 spectators</li></ul>	None	<del>NPS GGNRA General Management Plan</del> <b>Presidio General Management Plan Amendment (GMPA) and Crissy Field EA</b>

TABLE 5.3-2 [REVISED]  
VISUAL CHANGES AND PLANNING OBJECTIVES FOR AC34 VENUES

Facility or Venue	AC34 Proposed Use	Existing Conditions and Overall Visual Sensitivity to Change	New Temporarily Visible Project Features	New Permanent Visible Project Features	Primary Visual Planning Objectives Compared to Expected Visual Changes
Spectator Venues					
<i>Aquatic Park</i>	<ul style="list-style-type: none"><li>Hospitality</li><li>Boat Exhibition</li></ul>	San Francisco Maritime National Historic Park (NPS) <ul style="list-style-type: none"><li>The museum is <del>a streamlined modern art deco boathouse</del> building on the Bay</li><li>Park amphitheater faces the Bay, sandy beach and Hyde Street Pier with historic <del>ships and maritime boat</del> displays. Visitor Center next door. <u>Lawn areas flanking the building and amphitheater provide viewing areas.</u></li><li>Arching Municipal Pier encloses Aquatic Park</li><li>Visual quality and sensitivity to change are <b>High</b></li></ul>	<ul style="list-style-type: none"><li>Floating screen in the lagoon for race viewing</li><li>Installation of small tents for hospitality</li><li>Installation of temporary restrooms</li><li>Potential installation of small-scale weather monitoring equipment on Municipal Pier</li></ul>	None	<b>NPS SF Maritime Park General Management Plan</b>

TABLE 5.3-2 [REVISED]  
VISUAL CHANGES AND PLANNING OBJECTIVES FOR AC34 VENUES

Facility or Venue	AC34 Proposed Use	Existing Conditions and Overall Visual Sensitivity to Change	New Temporarily Visible Project Features	New Permanent Visible Project Features	Primary Visual Planning Objectives Compared to Expected Visual Changes
Spectator Venues					
<i>Fort Baker Pier at Cavallo Point</i>	<ul style="list-style-type: none"><li>Hospitality for corporate and private functions</li><li>Media operations</li></ul>	Golden Gate National Recreation Area – Marin Headlands <del>U.S. Army</del> – Fort Baker Pier <ul style="list-style-type: none"><li>Pier at the base of the Golden Gate Bridge, views of the Bay</li><li>Horseshoe Cove looks across the Bay to the City</li><li>Lodge at Cavallo Point uses Fort Baker historic resources</li><li>Visual quality and sensitivity to change are <b>High</b>.</li></ul>	<ul style="list-style-type: none"><li>Tents and or other installations on Fort Baker Pier for private events</li><li>TV camera installations at Cavallo Point, Battery Cavallo and/or Battery Wagner</li></ul>	None	<b>NPS GGNRA General Management Plan <u>and the Fort Baker Plan</u></b>

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## 12.8.5 Secondary Viewing Areas — Effects of Increased Use on Circulation and Views [AE-4]

### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-GGBHTD-06

O-SFBT-07

A-NPS2-152

- The Golden Gate Bridge Toll Plaza and vista points are cited as secondary viewing areas for the AC34 events, but no analysis appears to have been performed on the impacts on pedestrian environment in these areas. The eastern bridge sidewalk is heavily used by pedestrian sightseers and commuter bicyclists. The AC34 event has the potential to seriously affect the pedestrian environment near viewing areas. [A-GGBHTD-06]
- Impacts related to nighttime lighting may also have a broad geographic impact. [A-NPS2-152]
- Views are of primary importance to the San Francisco Bay Trail. Any use of the shoreline, including marina uses both temporary and long-term, could have the potential to block views [from the Bay Trail] and should be fully disclosed and analyzed in the Final EIR. [O-SFBT-07]

### Response AE-4

Secondary viewing areas are described in the EIR on pages 5.3-13 through 5.3-21. Within that section are Figures 5.3-6 through Figure 5.3-8 showing 18 photographs of secondary viewing areas in San Francisco and Marin Counties that surround the race course. The following responses are arranged as they would appear in the EIR.

Comment O-SFBT-07 indicates that any use of the shoreline, including marina uses both temporary and long-term, could have the potential to block views from the Bay Trail and should be fully disclosed and analyzed in the Final EIR. In response to Comment O-SFBT-07 regarding protection of views of the shoreline from the Bay Trail, the fourth paragraph on page 5.3-13 in the EIR is revised as follows to clarify the location and role of the Bay Trail in linking independent venues in the setting (new text is underlined):

As described in Section 5.1 and shown in Figure 5.1-1, secondary viewing areas are those where people may go to observe the races without any AC34 programming or added attractions. People may already be in these locations doing other things, or they may intentionally go there because they know where to go for particularly good views. In these locations people will appear to congregate spontaneously to watch the races. Many of these areas are small, often filled with tourists and sometimes ill equipped to handle large crowds. Linking many of the secondary viewing areas is the San Francisco Bay Trail. Near the AC34 race course, a 10-mile section of the Bay Trail alignment follows San Francisco Bay through Sausalito, Fort Baker, across the Golden Gate Bridge, through the Presidio, along Crissy Field, past the Marina, through Fort Mason and over to Aquatic Park, past Fisherman's Wharf and Pier 39, and continuing along The Embarcadero promenade to Piers 30-32 and beyond.

These revisions do not change the analysis or conclusions presented in the EIR. With respect to potential blockage of views from long-term marinas, please see Response AE-2, above.

Comment A-GGBHTD-06 requests characterization and analysis of the Golden Gate Bridge walkways, toll plaza, and Vista Points. In response to this comment, on page 5.3-13 of the EIR, a discussion of the Golden Gate Bridge walkways is added, and the discussion of the toll plaza is clarified (deleted text is shown as ~~struckthrough~~ and new text is underlined):

- ***Golden Gate Bridge Walkways.*** The Golden Gate Bridge walkways, which are also a portion of the San Francisco Bay Trail, are highly used by pedestrians and bicycles. The Bicycle Safety Study for the Golden Gate Bridge<sup>3a</sup> found that bicyclists most often use the west side of the bridge, where as many as 1,000 bicyclists an hour may cross during peak weekend use. Pedestrians typically use the eastern walkway (with views of the race course and the city), where an average of approximately 1,400 pedestrians congregate on a Sunday afternoon from 2:00 to 3:00 p.m. Large volumes of pedestrians enter the bridge around 10:00 a.m. and volumes remain high until 7:30 p.m. Both pedestrian and bicycle volumes are highest during the afternoon, typically at the south end. The narrow width of the walkway and combined use with cyclists limit pedestrian traffic flows at the south end near the toll plaza.
- ***Golden Gate Bridge Toll Plaza.*** At the south end of the Golden Gate Bridge are facilities for transit, parking, cycling, trails, and tourists. The area is congested and sidewalks to the bridge are adjacent to traffic, narrow, and it is often crowded with visitors. Short trails are available to an overlook that provides views of the bridge and the northern Bay, where the race course would be. Much of the area surrounding the overlook is constrained by sensitive habitat.

These revisions do not change the analysis or conclusions presented in the EIR.

In Impact AE-3 in the EIR, the following paragraphs are inserted as the first full paragraphs on page 5.3-47 to address the concerns raised in Comment A-GGBHTD-06 and Comment O-SFBT-07 (new text is underlined):

With the AC34 races, landside secondary viewing areas would experience temporary increases in visitors for viewing the races. Secondary viewing venues, such as the Golden Gate Bridge, the San Francisco Bay Trail, the Presidio, Golden Gate National Recreation Area, and to a lesser extent, Sausalito and Angel Island are in a major metropolitan area and are generally established to accommodate temporary increased visitor use.

At the south end of the Golden Gate Bridge, sightseers unfamiliar with the area can create congestion on already-crowded regional pedestrian and bicycle throughways. However, recent improvements to the Bay Trail and nearby access to scenic viewing opportunities in the Presidio near East Bunker and the associated parking area do provide reasonable outlets to temporary congestion at the Golden Gate Bridge. Other facilities in the Presidio,

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<sup>3a</sup> Alta Planning and Design, Bicycle Safety Study for the Golden Gate Bridge, prepared for Hanson Bridgett LLP, April 15, 2011.



such as the Parade Grounds, the Transit Center, the Golden Gate Club, the San Francisco National Cemetery, and Inspiration Point, all provide various views of the race area. CCSF, working with NPS, would include this site in incident command planning to make available other services, such as additional parking control officers, if needed. Given the multiple viewing opportunities and the relatively brief duration that race boats would be within close viewing range, viewers at secondary viewing areas would be widely distributed, congregating as the visible sailing action moves closer for each race and dissipating soon after the race.

AC34 has established multiple venues to handle large crowds, which would combine with several secondary viewing locations to accommodate temporary visitor increases that would be distributed widely over nearly 6 miles of Bay Trail through the San Francisco and Presidio waterfronts as well as GGNRA lands in two counties, such that any one location would not be expected to experience substantial increases in usage over a sustained time. Therefore, because the temporary increases in use would be short in duration and distributed over quite a large area, impacts of the AC34 events at secondary venues would be less than significant.

These revisions do not change the analysis or conclusions presented in the EIR. Please also see Chapter 11 for proposed AC34 race area refinements under the AC34 Project Variant that would shift the race course away from some secondary viewing locations.

In Comment O-SFBT-7, the commenter raises concerns about protection of shoreline views from the Bay Trail. In response to this comment, **Table 12.8-1**, below, provides a summary of the proposed temporary AC34 facilities along the San Francisco waterfront and how these facilities would affect open water views from the Bay Trail. This table reflects the reduced overall temporary view blockage that would be associated with the AC34 project, and also noting the refinements of the AC34 Project Variant (please Chapter 11 for a full description of the AC34 Project Variant).

At Crissy Field, all temporary proposed AC34 facilities would be placed on the land side of the Bay Trail, so shoreline views from the Bay Trail would not be affected. The nearly 2-mile stretch of the Bay Trail from the Golden Gate Bridge to Marina Green would maintain views open to the water.

At Crissy Field East/Marina Green West adjacent to the St. Francis Yacht Club, there would be temporary AC34-related bleachers and hospitality facilities along the shoreline side of the Bay Trail. Elsewhere in this vicinity, waterfront views from the Bay Trail would be maintained during the AC34 event.

The existing San Francisco Marina West and East Harbor marinas are located along the waterfront and in front of shoreline views from the Bay Trail. Within Marina Green, the Bay Trail follows the existing waterfront sidewalk at an elevation approximately 8 to 12 feet above the water. In 2012, when Marina Green would serve as the proposed AC Village, a temporary floating dock would parallel approximately 500 feet of the waterfront sidewalk, to which spectator and event boats would be docked. When AC34-related boats are at this proposed dock,

**TABLE 12.8-1  
BAY TRAIL DISTANCES/ VISUAL CONDITIONS TEMPORARILY AFFECTED BY  
PROPOSED AC34 FACILITIES**

<b>Venue/ Location</b>	<b>Bay Trail Segment Distance (linear feet) and Conditions [Paved – unless otherwise noted]</b>	<b>Open Water Views Affected by AC34 Facilities (feet) (+ expanded views, - decreased views) <u>Underlined numbers in bold are tabulated</u></b>
Crissy Field	3,000' between beach and turf. Decomposed granite (DG) surface.	<b>0'</b> Open water views from Bay Trail not affected. • Tents and bleachers would line 700' on landside of trail.
East Crissy Field/ West Marina Green	3,600' along shoreline, (wetland areas to St. Francis Yacht Club) DG surface.	<b>-200'</b> Open water views from Bay Trail affected from proposed AC34 hospitality tent and/or bleachers near St. Francis Yacht Club. • Views of Golden Gate Bridge (GGB) Marin Headlands, Tiburon, and Angel Island would remain open.
Marina West Harbor	1,500' adjacent to boat harbor.	<b>0'</b> Publicly accessible open water views not affected. • AC34 tents on shoreline next to yacht clubhouses are behind West Harbor as viewed from Bay Trail.
Marina Green 2012	1,800' adjacent to shoreline.	<b>-500'</b> AC34 docks waterside of elevated Bay Trail; Introduce AC34 spectator boats and sailboats into foreground of Bay views to Marin County and Angel Island. • Tents, displays and sales are landward of the Bay Trail and would use 1,400' of the 1,800' available.
Marina Green 2013	Same as for Marina Green in 2012 (above).	<b>0'</b> Docks. No AC34 docks for AC34 2013 • 500' less than 2012 • Same tents/ displays as 2012, all landward of Bay Trail
Marina East Harbor	1,800' adjacent to boat harbor.	<b>0'</b> Not affected
Fort Mason	1,000' inland in upper Fort Mason. 1,000' on bluff above Bay with views.	<b>0'</b> Not affected – elevated views to Bay and GGB. <b>0'</b> Not affected – elevated views to Marin/Angel Island.
San Francisco Maritime Historical Park	2,000' on protected shoreline. (+1,000' Municipal Pier - not Bay Trail). [does provide public waterfront access and is not affected by AC34 proposals]	<b>0'</b> Not affected - open water views currently limited by Municipal Pier and historic ships at Pier 45. • Additional historic ships proposed as a backdrop for large screen video monitor on barge that would add additional screening to views of Bay that are already partially obstructed by Municipal Pier/Pier 45.
Fisherman's Wharf Pier 41 to Pier 35	2,500' urban setting, no views. 1,800' inland of Pier 39 harbor.	<b>0'</b> Not affected because no proposed AC34 facilities <b>0'</b> Not affected because no proposed AC34 facilities
Pier 35 – Pier 29 end	1,400' pier bulkheads, no views.	<b>0'</b> Not affected
Pier 27 – Pier 23	900' total; including 800' of Pier 27, Belt Line office building, and Pier 27 annex office building, +100' open water between Pier 27 and Pier 23.	<b>+ 800'</b> Cruise Terminal project establishes new open water views from Bay Trail and Pier 27 apron. • Pier 27 concrete tilt-up walls on The Embarcadero promenade replaced with views of Northeast Wharf Plaza, Pier 23, and open water to Treasure and Yerba Buena Islands and Bay Bridge.
Pier 23 – Pier 7	2,000' total; including 1,100' bulkheads and 900' intermittent open water.	<b>-300'</b> for temporary AC34 spectator boat berthing. • AC34 temporary berthing under AC34 Project Variant (see Chapter 11) would use one-third of the total 900' of open water views available in this segment.

**TABLE 12.8-1 (Continued)**  
**BAY TRAIL DISTANCES/ VISUAL CONDITIONS TEMPORARILY AFFECTED BY**  
**PROPOSED AC34 FACILITIES**

<b>Venue/ Location</b>	<b>Bay Trail Segment Distance (linear feet) and Conditions [Paved – unless otherwise noted]</b>	<b>Open Water Views Affected by AC34 Facilities (feet) (+ expanded views, - decreased views) <u>Underlined numbers in bold are tabulated</u></b>
Pier 23 – Pier 7 (cont.)		<ul style="list-style-type: none"> <li>Visual effect would be fewer views (from between piers) of open water, Bay Bridge, and Yerba Buena Island, and more boats on the waterfront.</li> </ul>
Pier 7 to Pier 14	2,400' total; including bulkheads the Ferry Terminal Building and 600' open water.	<p><u>-300'</u> for temporary AC34 boat berthing (with AC34 Project Variant; see Chapter 11).</p> <ul style="list-style-type: none"> <li>Temporarily uses one-half of the total 600' of open water views available in this segment.</li> <li>Visual effect would be fewer uninterrupted open water views as described above.</li> </ul>
Pier 14 to Pier 22½ Rincon Point Open Water Basin	1,400' total; all open water.	<p><u>-400'</u> for temporary AC34 spectator boat berthing (with AC34 Project Variant; see Chapter 11).</p> <ul style="list-style-type: none"> <li>Temporarily uses approximately 30% of the total 1,400' open water views available in this segment.</li> <li>Visual effect would be a temporary marina at Pier 14 with boats and fewer uninterrupted views toward Treasure Island.</li> <li>Views to Yerba Buena Island and the Bay Bridge would not be affected by the revised proposal.</li> </ul>
Pier 22½ to Pier 30	1,200' total; including 300' open water.	<p><u>-200'</u> for temporary AC34 spectator boat berthing.</p> <ul style="list-style-type: none"> <li>Temporarily uses two-thirds of open water views available in this segment just south of Bay Bridge.</li> <li>Visual effect would be many small boats docked on north side of Pier 30 narrowing, but not eliminating the view corridor to the Bay and the East Bay hills.</li> </ul>
Piers 30-32 in 2013	600 feet of Pier 30-32.	<p><u>-500'</u> Large AC34 tents for hospitality next to The Embarcadero promenade (The Bay Trail).</p> <ul style="list-style-type: none"> <li>Temporarily blocks 90% of all views from the Bay Trail over Piers 30-32 (parking lot currently) to Bay.</li> <li>An opening of ~100' feet wide on the south side of Piers 30-32 would provide public access to the end of the pier with views of the Bay, the Bay Bridge, team crews, and the Brannan Street Open Water Basin.</li> <li>Visual effect would be fewer views of Yerba Buena Island, the Bay Bridge, and East Bay hills from The Embarcadero promenade. New views from closer to the water would be provided from the south side of Piers 30-32 to the proposed Brannan Street Wharf and to an otherwise unseen section of the South Bay. Views of the Bay from the end of the pier would be available when race boats are on the Bay.</li> </ul>
Piers 32-36 Basin Brannan Street Wharf Open Water Basin	Proposed 1,000' Brannan Street Wharf (under development); AC34 moorings are proposed in location of proposed Brannan Street wharf, and AC34 cranes would pull racing catamarans from the basin to Piers 30-32. Views of the activities would be available from Brannan Street Wharf.	<p><u>-400'</u> temporary AC34 race and event support boats berthed on floating docks and moorings in the basin south of Piers 30-32.</p> <ul style="list-style-type: none"> <li>Temporarily uses 40% of the open water basin and would visually interrupt portions of open water views with two columns of 3-5 moored sailing boats.</li> <li>Two 250'-wide open corridors maintain views of open water, the Bay Bridge, Yerba Buena Island and the East Bay Hills from The Embarcadero.</li> </ul>

**TABLE 12.8-1 (Continued)**  
**BAY TRAIL DISTANCES/ VISUAL CONDITIONS TEMPORARILY AFFECTED BY**  
**PROPOSED AC34 FACILITIES**

<b>Venue/ Location</b>	<b>Bay Trail Segment Distance (linear feet) and Conditions [Paved – unless otherwise noted]</b>	<b>Open Water Views Affected by AC34 Facilities (feet) (+ expanded views, - decreased views) <u>Underlined numbers in bold are tabulated</u></b>
Piers 32-36 Basin Brannan Street Wharf Open Water Basin (cont.)		<ul style="list-style-type: none"> <li>Floating docks maintain a 100'-wide open water area adjacent to the vertical access way on Piers 30-32 (also 100' wide as described above).</li> <li>Proposed Brannan Street Wharf would retain 600' of open water views to Bay.</li> </ul>
Pier 80	800' total along Marin Street; including 400' open water views over Islais Creek to Bay.	<ul style="list-style-type: none"> <li>0' View to Bay not affected.</li> <li>Ships currently docked at mouth of Islais Creek block portions of open water views to the Bay from the Marin Street Bridge crossing.</li> <li>AC34 would continue to use these docks but with race related activities.</li> </ul>
<b>TOTALS</b>	<b>31,700' San Francisco Bay Trail -from Crissy Field to Pier 36 + Pier 80 passes through or connects AC34 venues.</b>	
<b>52% of the Bay Trail from Crissy Field to Pier 36, plus Pier 80  do <u>not</u> have views to open water</b>	<b>16,600' with No Open Water Views</b> or inland of harbors where views are screened by existing boats.	<ul style="list-style-type: none"> <li>Portions of the Bay Trail are on inland streets where views to the Bay are blocked, such as in portions of Fisherman's Wharf, or behind bulkhead buildings along The Embarcadero, or inland of active marinas along Marina Green such that views become filtered by boats in the scene.</li> </ul>
<b>SUMMARY</b>	<b>15,100' with Views to Open Water</b>	
<b>48% of the Bay Trail from Crissy Field to Pier 36, plus Pier 80  do <u>have</u> views to open water</b>	<b>19% Open Water Views from Bay Trail within the project site would experience temporary view blockage</b>          <b>5% Permanent Expansion of Bay Trail Open Water Views</b>   <b>AC34 spectator facilities at Marina Green and Crissy Field minimize impacts on views from the Bay Trail</b>	<b>Open Water Views Affected by AC34 Facilities:</b> -200' AC34 hospitality tent and spectator bleachers near St. Francis Yacht Club -500' AC34 docks waterside of trail (Marina Green 2012) -1,600' AC34 boat berthing along northeast waterfront, Piers 28-30, and at Brannan Street Wharf Open Water Basin -500' AC44 Team base tents on waterside Piers 30-32 blocks views <hr/> <b>-2,800' Total Temporary Open Water View Blockage by AC34</b>  <b>+800' New Open Water Views from Pier 27</b>  <ul style="list-style-type: none"> <li>2,100' of AC34 facilities along the Bay Trail, such as tents and bleachers, would be located on the land side of the Bay Trail at Crissy Field and Marina Green and would not affect open water views.</li> </ul>

views to the open water would be temporarily interrupted or blocked. However, because the walkway is higher than the proposed dock, some views of the open water and distant hillsides from Bay Trail would remain above the smaller boats at this location.

At Fort Mason, the Bay Trail alignment is inland through most of upper Fort Mason providing elevated views to the Bay; furthermore, no substantial exterior AC34 facilities are proposed at the Fort Mason venue that would limit views. In the San Francisco Maritime National Historical Park, the Bay Trail is adjacent to the Aquatic Park cove, with views across the cove to the east to the historic vessels at Hyde Street Pier and to the west to Municipal Pier. In this enclosed waterfront setting, AC34 exhibition boats are proposed, juxtaposed with a proposed large video monitor for up-close and live viewing of the AC34 sailing races.

At Piers 27-29, the Bay Trail follows The Embarcadero promenade. The existing buildings and structures on Piers 27-29, adjacent to the walkway—including the Pier 29 bulkhead building, Belt Line office building, Pier 27 Annex office building, Pier 27 shed, and Teatro Zinzanni temporary structures—effectively block all existing views of the Bay from the Bay Trail at this vantage point. Under the proposed project, Teatro Zinzanni would be relocated offsite, the Pier 27 Annex Building and Pier 27 shed would be demolished, and the new cruise terminal building would be constructed approximately 250 feet away from the promenade at its nearest point. As a result, approximately 800 feet of new viewing to open Bay waters in this area would be visible from the Bay Trail compared to existing conditions.

The Bay Trail continues to follow The Embarcadero promenade for another 8,600 feet from Pier 23 southward, past the Ferry Terminal, under the Bay Bridge and beyond to Piers 30-32. From nearly half of these locations (4,200 feet) are views of open water. Under the AC34 Project Variant (see Chapter 11 for complete description of this variant), approximately 2,000 feet of this segment would have views temporarily occupied by proposed AC34 boat berthing.

Table 12.8-1 demonstrates that less than 20 percent of the open water views of the Bay that are visible from the Bay Trail along the San Francisco waterfront in the project vicinity (from Crissy Field to Pier 36, plus Pier 80) would be affected by the temporary AC34 facilities. Because the AC34 event facilities are temporary and the great majority of open water views along the Bay Trail would remain unaffected by the project, the impact of AC34 facilities on the visual character of the Bay Trail and the scenery it provides visual access to would therefore be *less than significant*. Furthermore, the proposed changes made at Pier 27-29 for the Cruise Terminal project would increase the amount of permanent open water viewing along the Bay Trail by approximately 800 feet.

Comment A-NPS2-152 indicates that increased nightlighting activities associated with the AC34 event would have impacts that would range over a larger area which could affect wildlife and visitors, and may also have a broad geographic impact. Nightlighting impacts associated with AC34 were addressed in Impact AE-4 in the EIR and were determined to be less than significant. Such examples of nightlighting raised by the commenter (concerts, fireworks) would be considered temporary and a limited number of days during 2012 and 2013. Additionally,

fireworks would generate nighttime lighting similar to other events such as Fourth of July. Please see EIR Section 5.14, Biological Resources, for a discussion of nighttime lighting effects on wildlife.

## 12.8.6 Sausalito, Southern Waterfront View Corridor [AE-5]

### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-Sausalito-04

- The Final EIR should include an analysis of the potential glare and nighttime lighting impacts associated with the spectator fleet and designated anchorages. The Final EIR should also analyze the impacts of mega yachts anchoring within Sausalito's southern shoreline and identify a mitigation measure that would prohibit large yachts from anchoring within the Sausalito shoreline or Richardson Bay unless permitted by Sausalito and the Richardson's Bay Regional Agency. [A-Sausalito-04]

### Response AE-5

Comment A-Sausalito-04 indicates that the Final EIR should include an analysis of the impacts of large spectator vessels anchoring within Sausalito's southern shoreline and identify a mitigation measure that would prohibit large yachts from anchoring there or within Richardson Bay unless permitted by Sausalito and the Richardson's Bay Regional Agency.

In response to Comment A-Sausalito-04, the following text is inserted at the end of the second paragraph of Impact AE-3 on EIR page 5.3-46 (deleted text is shown as ~~striketrough~~ and new text is underlined):

Proposed water based uses such as yachting, sailing, docking and mooring boats are consistent with intended waterfront uses and would temporarily add to the character of the San Francisco Bay waterfronts. Sailing boats and large private yachts would become considerably more numerous on the Bay and views of the race course from the waterfronts of San Francisco, the Presidio, Sausalito, and Tiburon could become blocked by large yachts. While some large yachts may be visually interesting, many large yachts in the same area may effectively block direct views to the water and the race area from land, particularly when viewed from ~~at~~ lower elevations. Also, with enough density on the Bay, large yacht traffic could contribute to the appearance of congestion on the Bay and would temporarily alter the visual character of the Bay which generally appears to be open water with occasional ship and boat traffic. However, due to the temporary nature of these changes as well as the unique, maritime character of the race-related and spectator boats, this impact would be *less than significant*.

This revision does not change the analysis or conclusions presented in the EIR.

Comment A-Sausalito-04 also indicates that the Final EIR should include an analysis of the potential glare and nighttime lighting impacts associated with the spectator fleet and designated anchorages, and of large yachts anchoring within Sausalito's southern shoreline. Potential project light and glare effects are addressed in Impact AE-4 in the EIR and were determined to be less than significant. While Impact AE-4 focused on AC34 landside light and glare sources, potential effects from waterside sources of light and glare that may be associated with AC34-related recreational boats and large spectator vessels would not be substantially different and the impacts would be similar. In response to Comment A-Sausalito-04, the following text is inserted at the end of Impact AE-4 on EIR page 5.3-47 (new text is underlined):

AC34-related recreational boats and large spectator vessels would also have the potential to generate waterside sources of light and glare during the AC34 events. The United States Coast Guard International-Inland Navigation Rules govern navigation and safety lighting requirements for boats in inland waters such as San Francisco Bay. Boats, when anchored and when under power, are required to provide certain configurations of exterior lighting between sunset and sunrise or in times of restricted visibility such as extensive fog. In addition, both interior and exterior lighting are used on board boats for general utility and recreational use. Similar to landside light and glare effects, any potential light and glare effects associated with waterside sources would be temporary for a limited number of days during the 2012 and 2013 AC34 events, and therefore would be less than significant.

This revision does not change the analysis or conclusions presented in the EIR.

As discussed in Chapter 3, Project Description, the project would provide a number of venues along the San Francisco waterfront for berthing of AC34-related boats, including large spectator vessels. There is the potential that AC34-related spectator vessels would travel to and/or berth at other local Bay Area locations, including but not limited to Sausalito and Richardson Bay, during the AC34 events in 2012 and 2013. Accordingly, local jurisdictions would have the authority to determine how such vessels would be managed within their own jurisdictions, including any potential restrictions on nighttime lighting.

Please also refer to Section 12.2, Response GEN-1, for additional discussion of ongoing coordination with local Marin County agencies, including for Sausalito and Richardson Bay, for the AC34 event.

## 12.8.7 Visual Impact of Retail Vendors on The Embarcadero Promenade [AE-6]

### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-BCDC-10

A-BCDC-13

- The proposed placement of structures along The Embarcadero would constrain public access and result in visual impacts on the Bay. [A-BCDC-10]

- In addition to the proposed vendor carts, the number of tents, structures, recreational boats, and possible relocation of Teatro Zinzanni to Broadway could significantly block views of the Bay from the shoreline. [A-BCDC-13]

## **Response AE-6**

As discussed in Chapter 3, Project Description, the project sponsor proposes to allow authorized food cart vendors to provide food, beverage, information, and ancillary merchandising services to race spectators and visitors to the waterfront during the AC34 2012 and AC34 2013 events. Any such carts would be small in scale and mobile such that they would not constrain public access or result in adverse visual impacts. Furthermore, since such uses would be temporary, they would not result in any long-term aesthetic effects. As discussed in Chapter 3, the vendor program would follow composting, recycling, and sustainable debris handling practices recommended in the Zero Waste Plan, and thus would reduce the potential for any adverse visual effects associated with litter. This comment will be transmitted to the decision-makers.

With respect to Comment A-BCDC-13 remarks about potential view blockage from AC34 tents, structures, recreational boats, and relocation of Teatro Zinzanni, please see Responses AE-1 and AE-3, above.

## **12.8.8 Usage of Herb Caen Way (The Embarcadero Promenade) [AE-7]**

### **Summary of Issues Raised by Commenters**

This response addresses all or part of the following comment:

O-ACEC-47

- It is unclear what the extent of the impact would be without information regarding the usage of Herb Caen Way. The Draft EIR should provide information on Herb Caen Way users to identify the severity of the impact. [O-ACEC-47]

## **Response AE-7**

Comment O-ACEC-47 requests information regarding the usage of Herb Caen Way. Section 5.6, Transportation and Circulation, pages 5.6-28 to 5.6-31 of the EIR provides information on the existing bicycle and pedestrian facilities provided along Herb Caen Way and presents existing peak bicycle and pedestrian counts at critical locations along Herb Caen Way. In addition, Chapter 3, Project Description, provides estimates of peak weekday and weekend (including peak hour) visitation that would be generated by AC34 along Herb Caen Way between Fisherman's Wharf and AT&T Park for the AC34 2012 and AC34 2013 events (see Tables 3-4 through 3-8 in the EIR). Herb Caen Way comprises a portion of the Bay Trail. Please see Section 12.8.5, above, for additional detail.



Impacts associated with the AC34 visitation on transportation and circulation on Herb Caen Way, including traffic, pedestrian and bicycle facilities, are addressed in detail in Section 5.6, Transportation and Circulation. As discussed in Response AE-6, above, there are no permanent structures that would be installed on Herb Caen Way for the AC34 events, only the temporary use of small-scale mobile carts for food and beverage, information, and merchandising purposes. Effects on scenic vistas from landside locations (which would include Herb Caen Way) as a result of the AC34 event are addressed in Impact AE-1 in the EIR; see also Response AE-1, above. Given these factors and the temporary nature of the AC34 event, there are no substantial visual impacts anticipated on Herb Caen Way from the AC34 event.

## 12.8.9 Embarcadero Historic District Aesthetic Impacts [AE-8]

### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

O-ACEC-49

O-ACEC-50

O-ACEC-51

O-ACEC-52

- The Embarcadero Historic District and contributing structures are visual resources that could be degraded by the construction of the proposed Pier 27 cruise terminal and other temporary and permanent improvements proposed for the race event and associated long-term development rights. The Final EIR should evaluate how the elements of the proposed design are compatible with the nearby historic bulkhead buildings, pier sheds, and characteristics of the surrounding historic district. [O-ACEC-49]
- The EIR should evaluate how the removal of a portion of Pier 29 shed and construction of a new 160,000-square-foot viewing platform would affect the aesthetics of the National Register Historic District (NRHD), when viewed from the Bay and other vantage points. [O-ACEC-50]
- The EIR should identify, describe, and evaluate all temporary and permanent improvements proposed to historic Piers 19, 23, 26, and 28 for their potential impacts on the aesthetics of the NRHD. [O-ACEC- 51]
- The EIR should analyze the cumulative degradation of the visual character of the NRHD from the cruise ship terminal, the removal of a portion of Pier 29, and other AC34 improvements, together with all past, present, and reasonably anticipated future projects within the historic district. [O-ACEC-52]

### Response AE-8

The Port of San Francisco Embarcadero Historic District, listed in the National Register of Historic Places in 2006, is addressed in detail as it relates to the proposed projects in EIR Chapter 5, Section 5.5, Cultural and Paleontological Resources, and is also discussed in Section 12.10 of this Comments and Responses document. Comments addressing aesthetic compatibility of the proposed project with the Embarcadero Historic District are referred to in multiple responses regarding cultural resources in Section 12.10, specifically Responses CP-3, CP-4, and CP-7 as discussed below.

Comment O-ACEC-49 indicates that the Final EIR should evaluate how the elements of the proposed cruise terminal design are compatible with the nearby historic bulkhead buildings, pier sheds, and characteristics of the surrounding historic district. Please refer to Response CP-2 in Section 12.10. That response indicates that the proposed demolition and new construction within the Embarcadero Historic District was analyzed for consistency with the Secretary of the Interior Standards (see Appendix CP-2 of the Draft EIR). Response CP-7 continues with discussion of the EIR determination that the proposed cruise terminal would result in a less-than-significant impacts.

Comment O-ACEC-50 requests an evaluation of how the removal of a portion of Pier 29 shed and construction of a new 160,000-square-foot viewing platform would affect the aesthetics of the Embarcadero Historic District when viewed from the Bay and other vantage points. Please refer to Response CP-3, which addresses the Embarcadero Historic District historic compatibility issues related to the removal of portions of Pier 29. Response CP-7, as briefly described above, addresses the historic compatibility of the proposed cruise terminal with its surroundings.

Comment O-ACEC-51 requests an evaluation of all temporary and permanent improvements proposed to historic Piers 19, 23, 26, and 28. For their potential impacts on the aesthetics of the Embarcadero Historic District, please refer to Response CP-4.

Comment O-ACEC-52 requests an analysis of the cumulative degradation of the visual character of the Embarcadero Historic District from the cruise terminal, the removal of a portion of Pier 29, and other AC34 improvements, together with all past, present, and reasonably anticipated future projects within the historic district. Please see EIR Section 5.5, Impact C-CP, pages 5.5-120 to 5.5-130, which determines that the proposed projects' contribution to cumulative impacts on the Embarcadero Historic District would be less than significant with implementation of the project-specific mitigation measures identified for the AC34 and Cruise Terminal projects. See also Responses CP-3, CP-4, CP-7, and CP-11 regarding the cumulative effects of the proposed 8 Washington Street project in combination with the proposed project.

## 12.9 Population and Housing

### 12.9.1 Overview of Comments on Population and Housing

The comments and corresponding responses in this section cover topics in Chapter 5, Section 5.4, of the EIR. These include topics related to:

- PH-1, Rental Housing Effects of AC34 Events
- PH-2, Displacement of Port Business Tenants
- PH-3, Other City Housing Issues

### 12.9.2 Rental Housing Effects of AC34 Events [PH-1]

#### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

O-ACEC-55	O-ACEC-59	I-Paul-18
O-ACEC-56	I-Paul-16	I-Paul-21
O-ACEC-57	I-Paul-17	I-Paul-22
O-ACEC-58		

- The EIR fails to analyze impacts related to displacement of tenants and reduction in rent-controlled units; the project will exacerbate trend of conversions of rental apartments to tourist hotels and gentrification. [O-ACEC-55, O-ACEC-59, I-Paul-17, I-Paul-18, I-Paul-21]
- The EIR must examine the number of hotel rooms available to accommodate expected visitors. [O-ACEC-56]
- The EIR must include information on San Francisco’s apartment conversion ordinance, which is “essentially unenforced,” and examine other ways to mitigate impacts of AC34 on rental housing stock. [O-ACEC-57]
- The EIR fails to address the cumulative impact of the project on loss of affordable rental housing stock and provide mitigation; the EIR is incorrect in concluding that because there is no housing at the project sites the project will not displace housing. The EIR must acknowledge that housing demand induced by the project will encourage “hotelization,” and mitigate the impact. [O-ACEC-58, I-Paul-16, I-Paul-22]

#### Response PH-1

The commenters state that the EIR fails to address the displacement of tenants and reduction of available rental units that the commenters assert would occur as a consequence of increased demand for tourist accommodations generated by AC34. Commenters indicate that demand for tourist lodging will exceed San Francisco’s existing hotel capacity and contribute to a trend of converting rental apartments to tourist hotels unless specific mitigation is implemented. Commenters state that the EIR must compare San Francisco’s existing hotel capacity with expected AC34 visitation and include information on San Francisco’s apartment conversion ordinance.

As stated on Draft EIR page 5.4-13, the City generally considers that a project could have a potentially significant impact related to population and housing if it were to:

- Induce substantial population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure);
- Displace substantial numbers of existing housing units or create demand for additional housing, necessitating the construction of replacement housing; or
- Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere.

Section 15064(d) of the CEQA Guidelines requires that an EIR “consider direct physical changes in the environment” and “reasonably foreseeable indirect physical changes in the environment” that may be caused by the project. Section 15064(d) states: “An indirect physical change in the environment is a physical change in the environment which is not immediately related to the project but which is caused indirectly by the project.... An indirect physical change is to be considered only if that change is a reasonably foreseeable impact which may be caused by the project. A change which is speculative or unlikely to occur is not considered reasonably foreseeable.” CEQA Guidelines Section 15064(e) states that “economic and social changes resulting from a project shall not be treated as significant effects on the environment.... Where a physical change is caused by economic or social effects of a project, the physical change may be regarded as a significant effect in the same manner as any other physical change resulting from the project.”

The analysis presented in the EIR complies with Section 15064. As discussed on Draft EIR page 5.4-15 (under Impact PH-2), no housing is located at any of the project sites, and therefore construction and operation of AC34 would not displace any existing housing. Housing demand generated by AC34 is not expected to exceed the capacity of the area’s existing housing market, as discussed on EIR pages 5.4-15 to 5.4-21.

Displacement of renters due to apartment conversions to which these comments refer is a social and economic impact, not a physical impact on the environment, and therefore not a CEQA issue. Although the commenters assert that AC34 events would exacerbate a trend of illegal conversions, there is insufficient evidence to either (1) link the project to such an effect, or (2) attribute a physical effect of such conversions (e.g., from the need to construct replacement housing elsewhere) to the project.

With reference to the capacity of the city to accommodate expected visitors, it has not been assumed that San Francisco alone has lodging capacity to handle the number of visitors expected to come to the Bay Area for AC34 events. For example, the economic analysis prepared by Bay Area Council Economic Institute (BACEI) and Beacon Economics<sup>1</sup> states the expectation that visitors who cannot be accommodated in the 33,000 hotel rooms available in San Francisco (as of

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<sup>1</sup> Bay Area Council Economic Institute (BACEI) and Beacon Economics, *The America’s Cup: Economic Impacts a Match on San Francisco Bay*, 2010.

October 2009) “would be encouraged to find lodging outside the city or in private residences. Both are quite probable, with hotels and inns in the North, East, and South Bay all likely benefitting from the influx of spectators.” According to the more focused market penetration analysis of potential visitation patterns that provided the basis for the AC34 visitation estimates described on Draft EIR pages 3-37 to 3-40 (Draft EIR Appendix PD-1), slightly more than half the estimated visitors (54 percent) would be residents of San Francisco and other Bay Area counties and about 46 percent would be tourists from outside the area.

The ordinance to which these comments refer is San Francisco Administrative Code Chapter 41A: Apartment Unit Conversion and Demolition, which, among other provisions, states that it is unlawful for any owner to offer an apartment unit for rent for tourist or transient use. The term “owner” is defined to include the person who is the owner of record of the real property and the lessee of the property if the lessee is offering the apartment for tourist or transient use. Tourist or transient use is defined as “use of an apartment unit for occupancy on less than a 30-day term of tenancy.”

Given that it is illegal in San Francisco to convert apartments to hotel uses, it would be speculative to assume that the project would result in such illegal actions as a consequence of the short-term demands for lodging that are expected during 2012 and 2013. A more likely outcome as a result of AC34, as indicated in the BACEI and Beacon Economics study, is that visitors would turn to existing hotels and inns in other parts of the Bay Area to meet demand for hotels. It is conceivable that some of the private residences that BACEI and Beacon Economics assume for visitors may also turn to lodging are former apartments converted to condominiums; however, the BACEI and Beacon Economics study does not assume private residences have been illegally converted. In addition, with regard to daily visitation estimates, as noted above the analysis of visitation patterns prepared for the EIR (Draft EIR Appendix PD-1) indicates that about half (54 percent) of expected spectators would be from San Francisco and nearby counties – and therefore would not require overnight accommodations.

The illegal conversions the commenters state have been an increasing in San Francisco over the past several decades have not been due to AC34. As noted, there is insufficient evidence to link the project to such an effect or attribute a physical effect of such conversions to the project. CEQA requires an EIR to evaluate the effects of a project on the environment, but not evaluate speculative impacts. Specifically, CEQA Guidelines Section 15145, Speculation, states that “If, after thorough investigation, a lead agency finds that a particular impact is too speculative for evaluation, the agency should note its conclusion and terminate discussion of the impact.” The Planning Department’s Enforcement Section identifies “illegal tourist hotel/short-term vacation rental use” as a common Planning Code violation and provides mechanisms for filing a complaint.<sup>2</sup> Therefore, it was appropriately determined that the population and housing impacts of the proposed project would be less than significant.

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<sup>2</sup> San Francisco Planning Department Enforcement Section, <http://www.sfplanning.org/index.aspx?page=2202>, accessed September 14, 2011.

## 12.9.3 Displacement of Port Business Tenants [PH-2]

### Summary of Issues Raised by Commenters

This response addresses all or part of the following comment:

O-ACEC-60

- The EIR underestimates employment impacts and related housing impacts due to incomplete information on the number of permanent employees and the unwarranted assumption that businesses would relocate in San Francisco, and does not address the potential for relocation to reduce the number of jobs within relocated businesses. Tenants should be surveyed to determine the likelihood that they would relocate within San Francisco and whether they will reduce jobs to cover the costs of relocation. [O-ACEC-60]

### Response PH-2

The information presented in Chapter 5, Section 5.4, Population and Housing, regarding businesses that would be displaced at sites to be used for AC34 events is accurate and provides sufficient information to assess project impacts resulting from the displacement. As described on Draft EIR page 5.4-6, 77 tenants occupying approximately 326,000 square feet of Port space are currently located on sites proposed to be used, and therefore would be displaced as a result of the proposed project. Section 5.4.1.2, Local Setting, describes the types of businesses involved, for the most part warehouse storage with some small office building facilities, and major tenants including Bauer's California Coach Sales and Service and Teatro Zinzanni. Table 5.4-2 presents information on the location and types of businesses at each pier where tenants would be displaced. The column "Major Tenants" is intended to show the major tenants at each pier, rather than a comprehensive list. (As noted on Draft EIR page 5.4-6, the size of the Port tenants varies substantially.) The Port does not track the number of workers each of its tenants employ because the Port does not require tenants to provide this information in its leases.<sup>3</sup> The EIR provides a reasonable estimate of the number of employees based on typical employee density factors, as described on Draft EIR pages 5.4-7 to 5.4-8. The information provided is sufficient to assess the potential environmental impacts associated with the displacement of these businesses.

In response to this comment, to clarify that not all tenants are listed in Table 5.4-2, the table on page 5.4-7 is revised as follows (new text is underlined):

[Column Heading] **Major Tenants<sup>a</sup>**

<sup>a</sup> A total of 77 Port tenants (occupying the total facility square feet shown in this table) would be displaced. This column lists the major tenants at each pier that would be affected.

This revision does not change the analysis or conclusions presented in the EIR.

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<sup>3</sup> The lease form does require tenants to comply with City social policies, such as the health care ordinance, that apply to employers that have a specified number of employees or above; however, other City departments have responsibility for enforcing most of those policies.

As described in the Draft EIR, Chapter 5, Section 5.4, Population and Housing, Impact PH-3, pages 5.4-22 to 5.4-23, vacancy rates for office space and industrial space in different parts of San Francisco indicate that office and warehouse storage space is available in San Francisco to accommodate the displaced businesses. Therefore, tenants can relocate to similar facilities without requiring the use of water-dependent facilities that the Port provides. As stated on Draft EIR page 5.4-13, the City generally considers that a project could have a potentially significant population and housing impact related to displacement if the project were to:

- Displace substantial numbers of existing housing units or create demand for additional housing, necessitating the construction of replacement housing; or
- Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere.

Thus, consistent with the CEQA Guidelines, the CEQA analysis focuses on the physical environmental effects that could result from the need to construct replacement housing for the displaced workers. CEQA Guidelines Section 15064(e) (as also discussed in Response PH-1, above) states that “economic and social changes resulting from a project shall not be treated as significant effects on the environment,” although “[w]here a physical change is caused by economic or social effects of a project, the physical change may be regarded as a significant effect in the same manner as any other physical changes resulting from the project.” The tenants that would be displaced are not water-dependent, and the majority have been operating under month-to-month leases with the Port. Given that they are currently located in the city and the availability of alternative locations in the city, it is reasonable to assume that a substantial number (if not all) of these businesses would choose to relocate within the city. Should any choose to relocate in the Bay Area outside of the city, it is reasonable to assume that access issues (e.g., for employees and clients) would be considered by the businesses in evaluating their relocation options. Given the substantial transportation links and transit options connecting different parts of the Bay Area, it is reasonable to expect that current workers would continue to be able to travel to and from the relocated facilities, and would not require construction of housing elsewhere.

It would be speculative to assume that the cost of relocation would necessarily result in workforce reductions. As noted, the majority of affected businesses have been operating under month-to-month leases and the potential need to relocate would not be entirely unanticipated. Moreover, the Port is preparing a relocation plan in compliance with the California Relocation Assistance Act (Government Code Section 7260 *et seq.*) and will provide relocation assistance to tenants in compliance with state law. Any changes in tenant staffing, while undeniably a concern of potential social or economic effects, would not result in substantial physical effects, such as from the need to construct new replacement housing elsewhere, and therefore would not be considered significant under CEQA. Consequently, for purposes of the EIR analysis, an individual survey of the affected businesses is not needed to assess the potential environmental effects of displacement.

### 12.9.4 Other City Housing Issues [PH-3]

This response addresses all or part of the following comments:

I-Paul-19

I-Paul-20

- The EIR must address the issue of gentrification and rental unit displacement impacts by asking Mr. Foo how many apartments in a building he owns are being used as hotel rooms, whether he has consulted with the Rent Board or Planning Department regarding the legality of his use of apartments for hotel rooms, and whether conversion of units will likely increase if [another project] is approved. Not mentioning these conversions in the EIR will send a message regarding the City's intention to enforce the ordinance. [I-Paul-19]
- Unless conversions are stopped at Golden Gateway, the city is at risk of losing thousands of residential apartments. [I-Paul-20]

#### Response PH-3

The comment requests that the owner of a property that is the subject of the 8 Washington EIR be interviewed about apartment conversions. The activities of the property owner to which this comment refers are beyond the scope of this EIR. This EIR focuses on the environmental impacts of the proposed AC34 and Cruise Terminal projects in accordance with the CEQA Guidelines.

There is insufficient evidence to identify a link between the AC34 project and future illegal apartment conversions or to evaluate whether and to what degree a physical environmental effect would result. Additionally, please see Response PH-1 above, which discusses the rental housing effects of AC34 events.

The comment that unless conversions are stopped the city is at risk of losing thousands of residential apartments is acknowledged. This comment reflects the commenter's opinion on rental housing conversions, and the information will be forwarded to the decision-makers. No further response is necessary.



## 12.10 Cultural and Paleontological Resources

### 12.10.1 Overview of Comments on Cultural Resources

The comments and corresponding responses in this section cover topics in Chapter 5, Section 5.5, Cultural and Paleontological Resources, of the EIR. No comments were received on paleontological resources. The responses in this section address topics related to the following:

- CP-1, Setting
- CP-2, Regulatory Framework
- CP-3, Impacts on Historic Pier 29 and Pier 29 Annex (Belt Line Office Building)
- CP-4, Impacts on Embarcadero Historic District, Including Piers 26, 28, 19, and 23, and Bulkhead Wharves
- CP-5, Impacts on Aquatic Park, Fort Mason, and Marina Green
- CP-6, Impacts on Crissy Field, Alcatraz, and Other GGNRA Lands
- CP-7, Cruise Ship Terminal Design
- CP-8, Northeast Wharf Plaza Design
- CP-9, Mitigation Measures
  - CP-9a, Mitigation Measure M-CP-1a, Bulkhead Wharf Substructure Review Procedure
  - CP-9b, Mitigation Measure M-CP-1b, Protection of Historical Resources due to Indirect Damage
  - CP-9c, Mitigation Measure M-CP-1c, Protection of Historic Resources due to Direct Damage
  - CP-9d, Mitigation Measure M-CP-1d, Protection of the Northeast Waterfront Historic District from Teatro Zinzanni Relocation
  - CP-9e, Mitigation Measure M-CP-2, Inadvertent Discovery of Archaeological Resources
  - CP-9f, Mitigation Measure M-CP-6, Northeast Wharf Plaza Performance Criteria
- CP-10, Impacts of Long-Term Development Rights
- CP-11, Cumulative Impacts

### 12.10.2 Setting [CP-1]

#### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-NPS2-66	A-NPS2-70	A-CSLC1-09	O-SERC-01
A-NPS2-67	A-NPS2-71	A-SFHPC-12	
A-NPS2-68	A-NPS2-79	A-SFHPC-13	
A-NPS2-69	A-NPS2-84	O-ACEC-61	

- The breadth of description of GGNRA historic resources in the Draft EIR is adequate, but the depth of description is not. [A-NPS2-66]

- Can you add the nearest landmark [to the wreck Tonquin] to this description? This is called “Brief History of Aquatic Park” but it is really a brief history of Fisherman’s Wharf and Aquatic Park. The *Wapama* is not located at Hyde Street Pier. [A-NPS2-67]
- Fort Mason should be discussed as both a primary venue and secondary viewing area. [A-NPS2-68]
- Fort Point and Lifesaving Station are included in the setting, but there is no corresponding assessment of impact on these historic properties in the Draft EIR. [A-NPS2-69]
- Field fortification features should be described in the EIR, either as historical archaeological resources or architectural resources. [A-NPS2-70]
- The archaeological work carried out for Doyle Drive established Ca-SFr-6 and -26 as interrelated sites. They are now commonly referenced as Ca-SFr-6/26. [A-NPS2-71]
- The EIR does not adequately identify historic resources on GGNRA lands that could be affected at secondary viewing areas. [A-NPS2-79]
- Portions of Fort Mason are not venue areas proper, but rather secondary viewing areas. [A-NPS2-84]
- Page 5.5-1, fourth paragraph: Please add shipwrecks to the list of archaeological resources. [A-CSLC1-09]
- The HPC believes editing is needed to clarify that Fort Mason is operated by the nonprofit Fort Mason Center, not GGNRA/NPS. [A-SFHPC-12]
- The HPC believes editing on page 5-40 is needed to correct the acreage for Lower Fort Mason and Lower Fort Mason (should be reversed). [A-SFHPC-13]
- The CEQA Area of Potential Effects should include the Telegraph Hill Historic District and Coit Tower. [O-ACEC-61]
- The EIR fails to mention the history of both the South End Rowing Club and the Dolphin Club located within Aquatic Park [O-SERC-01]

## Response CP-1

In response to Comment A-NPS2-66: EIR pages 5.5-15 to 5.5-32 provide sufficient detail about GGNRA historic resources to inform the impact evaluation. Given the sheer volume of historic resources within GGNRA-managed properties in the Area of Potential Effects (APE), these resources have been summarized in Table 5.5-1, *Historic Resources in the Direct and Indirect APE*, on page 5.5-41. Consistent with CEQA Guidelines Section 15125(a), which states that “the description of the environmental setting shall be no longer than is necessary to an understanding of the significant effects of the proposed project,” an appropriate level of detail is provided in the setting where direct or indirect impacts would occur from secondary viewing, and less detail is provided where little or no impacts would occur. For example, the setting on EIR pages 5.5-21 to 5.5-22 provides descriptions and general locations of the coastal defense batteries at Fort Baker/ Cavallo Point where indirect impacts from secondary viewing could potentially occur. The impact evaluation on EIR page 5.5-94 describes the impacts on those areas (under Impact CP-1),

and identifies measures (Mitigation Measure M-CP-1b on page 5.5-98) to reduce the indirect impacts to less-than-significant levels. Please also see response to Comments A-NPS2-70 and A-NPS2-79 on the following page which provides further information about the coastal batteries. More detailed descriptions of *every* resource within GGNRA-managed properties is not warranted based on the projected level of activity that would occur, particularly at the secondary viewing locations; more detailed descriptions of these resources would not change the conclusions of the EIR. As described in Tables 3-4 to 3-8 in EIR Chapter 3 (pages 3-35 to 3-40), the expected number of visitors (and therefore associated degree of impact) at the secondary viewing areas on GGNRA lands would be less than 5 percent of the number expected at Crissy Field, an identified AC34 venue. The EIR only needs to *identify* historic resources in the APE, and CEQA does not require exhaustive detail of those identified resources. Existing GGNRA cultural resources studies were summarized in the preparation of this section, as cited in the applicable footnotes.

In response to Comment A-NPS2-67: the nearest landmark of the wreck of the *Tonquin* is Municipal Pier at Aquatic Park. The comment stating that the brief history of Aquatic Park also includes Fisherman's Wharf is acknowledged. In response to Comment A-NPS2-67, the EIR text on page 5.5-71, second paragraph, is revised as follows (deleted text is shown as ~~striketrough~~ and new text is underlined):

The resources of San Francisco Maritime NHP include six National Historic Landmark vessels: 1886 square-rigger *Balclutha*, 1890 steam ferryboat *Eureka*, 1891 scow schooner *Alma*, 1895 schooner *C.A. Thayer*, and 1907 steam tug *Hercules*, ~~and 1915 steam schooner *Wapama*.~~

This revision does not change the analysis or conclusions presented in the EIR.

In response to Comments A-NPS2-68 and A-NPS2-84, the EIR text on page 5.5-26, second paragraph, is revised as follows (new text is underlined):

#### **America's Cup Secondary Viewing Areas**

The following provides a brief history of each of the secondary viewing areas along the San Francisco Bay that could be affected by the proposed project, and are within the C-APE; any impacts to cultural resources in the secondary viewing areas would result from increased use of these areas by spectators viewing the AC34 events. These areas are described generally from north to south in a counterclockwise manner around the Bay, and include the Presidio of San Francisco, Fort Point, Golden Gate Bridge, Marin Headlands, Angel Island, and Treasure Island/Yerba Buena Island. Although identified previously as a primary event site, portions of Fort Mason are also considered a secondary viewing area. All prior information about Fort Mason is incorporated in this subsection by reference.

This revision does not change the analysis or conclusions presented in the EIR.

In response to Comment A-NPS2-69: no direct impact on Fort Point and Lifesaving Station within the Presidio is anticipated as no event venues are planned at or immediately adjacent to these

areas. Increased visitation to these publicly accessible historic structures at the Presidio due to the AC34 events is also not expected to result in a significant indirect impact on these resources, as no permanent alterations to them would occur. Existing capacity restrictions at these facilities would remain in place during the AC34 event.

In response to Comments A-NPS2-70 and A-NPS2-79, the field fortifications or their specific features are not identified individually in the Draft EIR, but are referred to in the aggregate as “historic earthen fortifications” within the GGNRA properties, or in some cases, “Battery East” and “Battery West” when discussing Presidio properties specifically. For informational purposes, and in recent discussions with the NPS about these properties, many of these resources have since been identified for future existing conditions surveys and management plans pursuant to Mitigation Measure M-CP-1b and ongoing Section 106 efforts, including pre-event assessments of sensitive resources being conducted according to NPS standards. In the Marin Headlands, these properties include Battery Ridge and Ready Rooms, Battery Spencer / Slacker Hill, Battery Wagner, Battery Kirby / Gravelly Beach, and Hawk Hill. Within East Fort Baker, these properties include Batteries Duncan, Cavallo, and Yates, Lime Point, and Yellow Bluff / East Fort Baker historic trash dump. In San Francisco, these properties include Batteries East and West, Battery Lancaster historic trash dump, and the Fort Point Seawall / frontal shelf. Many of these historic resources on GGNRA lands are located in secondary viewing areas. The various features of these individual properties would be fully addressed as part of implementation of Mitigation Measure M-CP-1b and ongoing Section 106 efforts.

In response to Comment A-NPS2-71, the EIR text on page 5.5-62, second paragraph, is revised as follows (new text is underlined):

In November 2002, CA-SFR-6 was rediscovered during exploratory trenching for the reconstruction of Doyle Drive. The mound surface was buried 1.7 meters below the surface but appeared largely intact. Site constituents included dense quantities of marine shell and faunal remains, as well as some lithic debitage, shell beads, heat affected rock, and charcoal. Site boundaries appeared to conform to Loud’s description, measuring about 30 x 75 meters in size. For management purposes however, site boundaries were extended to the south to include the location of CA-SFR-26 (now commonly referenced as combined site CA-SFr-6/26).

This revision does not change the analysis or conclusions presented in the EIR.

In response to Comment A-CSLC1-09, the EIR text on page 5.5-1, fourth paragraph, is revised as follows (new text is underlined):

*Archeological resources* consist of prehistoric or historic-period archaeological resources. Prehistoric archeological materials might include obsidian and chert flaked-stone tools (e.g., projectile points, knives, scrapers) or toolmaking debris; culturally darkened soil (“midden”) containing heat-affected rocks, artifacts, or shellfish remains; and stone milling equipment (e.g., mortars, pestles, handstones, or milling slabs). Historic-period materials (not associated with military installations or activities) might include stone, concrete, or

adobe footings and walls; filled wells or privies; and deposits of metal, glass, and/or ceramic refuse. Archeological resources also include submerged resources such as historic-era shipwrecks.

This revision does not change the analysis or conclusions presented in the EIR.

In response to Comment A-SFHPC-12, the EIR text on page 5.5-18, last paragraph, is revised as follows (new text is underlined):

Fort Mason includes a National Register Historic District and a National Historic Landmark District (San Francisco Port of Embarkation, U.S. Army Historic Landmark District). The National Register District encompasses 68.5 acres of Upper and Lower Fort Mason, including 45 buildings, ten structures, and two objects as contributing elements. The San Francisco Port of Embarkation, U.S. Army Historic Landmark District is a discontinuous district that encompasses 21 acres within Upper and Lower Fort Mason, including 13 contributing buildings and five contributing structures. Lower Fort Mason is operated by the nonprofit Fort Mason Center.

This revision does not change the analysis or conclusions presented in the EIR.

In response to Comment A-SFHPC-13, the Table 5.5-1, *Historic Resources in the Direct and Indirect APE*, on page 5.5-41, is revised as follows (deleted text is shown as ~~strike through~~ and new text is underlined):

**TABLE 5.5-1 [REVISED]  
HISTORIC RESOURCES IN THE DIRECT AND INDIRECT C-APE**

Name	Acres
Fort Mason	
San Francisco Port of Embarkation, U.S. Army Historic Landmark District	<del>1120</del> <u>21</u>
	<del>21</del>
Fort Mason Historic District	<u>1,120</u>

This revision does not change the analysis or conclusions presented in the EIR.

In response to Comment O-ACEC-61: as described on page 5.5-2, the CEQA Area of Potential Effects (C-APE) includes those areas proposed for the AC34 event facilities and developed spectator venues, and includes a list of piers along the San Francisco Embarcadero, as well as other places along the waterfront and around the Bay Area. As no event facilities or developed spectator venues would occur within or immediately adjacent to the Telegraph Hill Historic District and Coit Tower (the closest facility would be over 1,000 feet from this district), these features were not included in the C-APE.

Effects of the project on secondary viewing areas are described on page 5.5-96, which states that “Publicly accessible areas subject to secondary viewing, including San Francisco’s northern waterfront and hillside locations, Yerba Buena/Treasure Island, and Marin’s southern waterfront, would experience increased numbers of spectators in these locations. While increased visitor levels to these urban, semi-urban, or landscaped/park-like waterfront locations would occur as a result of the America’s Cup event, such activities are not anticipated to result in significant impacts to historic resources, as no permanent or substantial alterations to such resources would occur.” As Telegraph Hill and Coit Tower are one of many hilltop areas within San Francisco’s northern waterfront and hillside locations, they were included and evaluated in the Draft EIR. With regard to the wooden steps and boardwalks leading from the waterfront to Coit Tower, many people may climb these steps to view the races during the AC34 events. Given the relatively short duration of the event and the site’s location away from any primary viewing areas, however, such numbers of viewers are not anticipated to be so great as to cause substantial degradation to these structures such that a significant impact on historic resources would occur.

In response to Comment O-SERC-01, it is acknowledged that both the South End Rowing Club and the Dolphin Club have been using Aquatic Park for rowing and swimming activities, respectively, for many years. However, this comment does not directly address the adequacy or accuracy of the EIR. Please also see Section 12.16, Response RE-1, regarding potential conflicts between these activities and the proposed AC34 project.

### 12.10.3 Regulatory Framework [CP-2]

#### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-NPS2-72	O-ACEC-44	I-Platt-04	I-Platt-08
A-NPS2-73	O-ACEC-67	I-Platt-05	
A-SFHPC-18	O-ACEC-68	I-Platt-06	
A-SFHPC-19	O-ACEC-69	I-Platt-07	

- The Section 106 review being conducted by federal agencies should be described in greater detail. [A-NPS2-72]
- With regard to effects on human remains, because AC34 activities will take place on federal lands, where NAGPRA, the federal burial law, applies, NAGPRA should be described in the EIR. [A-NPS2-73]
- The HPC believes stronger procedures should be implemented to allow greater HPC involvement in reviewing projects in the Embarcadero and Waterfront Districts. [A-SFHPC-19]
- The HPC requests clarity of the role and involvement of the HPC in the Section 106 review process. [A-SFHPC-18]
- The EIR must include the San Francisco Historic Preservation Commission under National Historic Preservation Act Section 106 compliance. [O-ACEC-44]

- Page 5.5-65 should add that San Francisco Charter Section 4.135 requires review and comment by San Francisco's Historic Preservation Commission on any memorandum of agreement or programmatic agreement development under Section 106 consultation. [O-ACEC-67]
- Page 5.5-72 should better describe the authority and role of the Historic Preservation Commission, with suggested text provided by commenter. Also, the EIR should be corrected to say that impacts on historic resources are based on the Secretary's Standards, not the significance criteria contained in EIR Section 5.5.3.1. [O-ACEC-68]
- Port Commission Resolution 04-89 does not contain specific requirements for all major projects or establish a review process to confirm compliance. The general approach used in the EIR under the heading of "Port Commission Resolution 04-89" was created for the purposes of this EIR and is not an adequate mitigation because it is not an existing regulatory requirement. [O-ACEC-69]
- The Port should meet in public session with the HPC to take advantage of HPC expertise and to speed project approvals, and in the future, public sessions with HPC should be required by Section 1010 of the Planning Code and Section 4.135 of the City charter. The Historic Preservation Commission (HPC) and Planning Commission (CPC) should be included in the list of abbreviations on pages xii to xx. [I-Platt-04]
- The Port and BCDC may wish to invigorate the historic preservation advisory group. [I-Platt-05]
- Please explain involvement of the State Office of Historic Preservation, Advisory Council on Historic Preservation, and the National Park Service. [I-Platt-06]
- Please provide more explanation of the contents of the Northeast Waterfront Historic Districts Sections 5 and 6 based on Appendix D of Article 10 of the City's Planning Code. [I-Platt-07]
- Any discussion of costs of proposed work should include reference to the State Historic Building Code and the Investment Tax Credit, both available to historic buildings in the area. [I-Platt-08]

## Response CP-2

### *National Historic Preservation Act and Section 106*

In response to Comments A-NPS2-72 and I-Platt-06: federal agencies associated with the proposed projects, including the NPS and United States Coast Guard, are carrying out Section 106 review independently with respect to their own Section 106 responsibilities, including consultation with the State Historic Preservation Officer (SHPO) and the Advisory Council on Historic Preservation (ACHP). Page 5.5-66 states that "The proposed project will undergo Section 106 as part of the NEPA process, which will be completed separately from, but concurrently with, the CEQA process, and under the joint direction of the two federal agencies with jurisdiction in the project area: NPS and the U.S. Coast Guard." The GGNRA will be carrying out Section 106 review under its Parkwide and Presidio Programmatic Agreements (PAs). As currently envisioned, the Presidio Trust will not have a separate Section 106 process for properties within the Presidio, but instead will defer to the NPS/GGNRA Section 106 process to address project effects to these properties. The Section 106

process for the NPS/GGNRA is currently ongoing, with pre-event assessments of sensitive resources being conducted according to NPS standards.

### ***Role of the Historic Preservation Commission***

Comments A-SFHPC-18, A-SFHPC-19, O-ACEC-44, O-ACEC-67, O-ACEC-68, O-ACEC-69, and I-Platt-04 request information on the role of the San Francisco Historic Preservation Commission (HPC). The role of the HPC is briefly described in Section 5.5.2.3, page 5.5-72 of the EIR. Although these comments do not address the adequacy of the EIR, for informational purposes, the role of the HPC in the review and approval of the proposed projects is described in more detail here.

The HPC advises the Board of Supervisors on local landmarking designation under Articles 10 and 11 of the San Francisco Planning Code. Once a property is designated under Article 10 or 11, the HPC reviews and approves work done to those locally designated buildings or districts when that work requires a City permit through either the certificate of appropriateness process (for Article 10 properties) or the procedures described in Article 11 of the Planning Code (for properties in the downtown districts). Additionally, the HPC reviews environmental documents, such as this EIR, and may choose to provide comments on those documents, as it has done here. Article 11 applies to buildings in the C-3 district of San Francisco and provides a rating system for all buildings in the C-3 district. No buildings in the C-3 district are within the C-APE.

The HPC also acts as the City's local historic preservation commission for the purposes of Section 106 review and in the City's role as a certified local government under the National Historic Preservation Act (NHPA). The HPC also reviews and may comment upon any agreements proposed under the NHPA where the City is a signatory. Both an Environmental Assessment (EA) under the National Environmental Policy Act (NEPA) and the Section 106 process under the NHPA are currently underway with the NPS as the federal lead agency; see Section 12.3, Response INT-2, regarding the relationship between the CEQA and NEPA processes for the AC34 project. The HPC would have the opportunity to review and comment on any agreements that could result from either or both of these federal environmental review processes if the City were a signatory to such agreements.

Because both of the proposed projects would occur within the jurisdiction of the Port (at least where they occur within local and not federal or state jurisdiction), the Port will issue all applicable building and planning permits. Because of this, the projects will not be subject to the jurisdiction of the HPC and will not require certificates of appropriateness under Article 10 or review under Article 11, both of which are triggered by applications for City planning and building permits through the San Francisco Planning Department and the Department of Building Inspection, respectively.

Although no aspects of the proposed projects will require certificates of appropriateness, the HPC may play a role in the implementation of two mitigation measures. First, Mitigation Measure M-LT-CP, on EIR page 5.5-118, states that with regard to long-term development at Piers 30-32, the Port shall hire a qualified historic preservation consultant to prepare a Historic Resources Evaluation Report (HRER) that analyzes the design of the proposed development for



compatibility with the historic setting and character of the Embarcadero Historic District. The HRER would be subject to review by Planning Department preservation staff and, if recommended by the Preservation Coordinator and the Environmental Review Officer (ERO), the Historic Preservation Commission.

Mitigation Measure M-CP-1d in Section 5.5.3.3 on page 5.5-99 requires the HPC to play an active role in reviewing any relocation proposal for Teatro Zinzanni, should Teatro Zinzanni choose to relocate to Seawall Lot 324, which is within the Northeast Waterfront Historic District. This mitigation measure was drafted to require any proposed relocation project to obtain a “certificate of appropriateness” from the HPC prior to the Port’s approval of any proposed lease on Seawall Lot 324; however, this mitigation measure has been revised to clarify that although a “certificate of appropriateness” is not required for such a project (due to the Port’s permitting authority), the HPC shall review and make specific findings prior to the Port’s approval of any proposed lease on Seawall Lot 324. Accordingly, this mitigation measure is revised as shown in Response CP-9d, below.

Please also see Response CP-4, below, for a discussion of the Port’s historic preservation review process.

In response to Comment I-Platt-04: the acronym “CPC” for the San Francisco Planning Commission is not used in the EIR, although “HPC” is used. In response to this comment, the following new text is added to the list of acronyms on page xvi, following “hp” (new text is underlined):

HPC    San Francisco Historic Preservation Commission

This revision does not change the analysis or conclusions in the EIR.

### ***Native American Graves Repatriation Act***

In response to Comment A-NPS2-73, the EIR text on page 5.5-66, describing federal laws, is revised with new text as follows inserted at the end of the page (new text is underlined):

#### **Native American Graves Repatriation Act (NAGPRA)**

Passed in 1990, NAGPRA requires federal agencies and institutions that receive federal funding to return Native American cultural items to their respective peoples. Cultural items include human remains, funerary objects, sacred objects, and objects of cultural patrimony. In addition, NAGPRA establishes a program of federal grants to assist in the repatriation process and authorizes the Secretary of the Interior to assess civil penalties on museums that fail to comply.

This revision does not change the analysis or conclusions presented in the EIR.

### ***San Francisco Planning Code, Article 10***

In response to Comment I-Platt-07, Section 5.5.1.3, Cultural Setting, on EIR page 5.5-15, “Brief History of the Northeast Waterfront Historic District,” states specifically that the summary of this area’s history is condensed from the statement of significance contained within Article 10 of San Francisco Planning Code (contained within Appendix D of Article 10). Additional information about this district contained elsewhere within Appendix D could be added, but it would not change the conclusions reached in the EIR. A description of the boundaries and contributory features is provided in Table 5.5-1, Historic Resources in the Direct and Indirect C-APE, page 5.5-40. While the EIR identifies and discussed many historic districts within the project area, the EIR provides a map of only the Embarcadero Historic District (Figure 5.5-1 on page 5.5-43), which is the district that would be affected the most by the proposed project. A map of the Northeast Waterfront Historic District is available in Article 10 of the Planning Code.

### ***Other Issues***

Comments I-Platt-05 and I-Platt-08, regarding the historic preservation advisory group and State Historic Building Code, respectively, are noted. These comments do not directly address the adequacy of the EIR or the information contained therein. The information provided will be forwarded to the decision-makers. No further response is required.

## **12.10.4 Impacts on Historic Pier 29 and Pier 29 Annex (Belt Line Office Building) [CP-3]**

### **Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-SFHPC-01	O-ACEC-87	O-ACEC-94	O-ACEC-101
A-SFHPC-02	O-ACEC-88	O-ACEC-95	O-ACEC-102
A-SFHPC-03	O-ACEC-89	O-ACEC-96	O-SFAH-01
A-SFHPC-07	O-ACEC-90	O-ACEC-97	I-Platt-02
O-ACEC-28	O-ACEC-91	O-ACEC-98	
O-ACEC-64	O-ACEC-92	O-ACEC-99	
O-ACEC-65	O-ACEC-93	O-ACEC-100	

- The Historic Preservation Commission (HPC) believes that the demolition and removal of historic fabric at the end of Pier 29 is a significant impact and disagrees with the analysis of this work as a less-than-significant impact. [A-SFHPC-01]
- The proposed design of the end of Pier 29 does not meet the Secretary’s Standards because it is being re-built as a much shorter pier than it was historically. [A-SFHPC-02]
- The Draft EIR should include a Pier 29 Restoration Alternative. [A-SFHPC-03]
- The plaza development at the east end of Pier 29/Pier 27 should be considered in the EIR as an adverse impact on the Historic District, and therefore be mitigated. A program and use for the plaza on non-cruise-ship days should be developed. [A-SFHPC-07]

- The Draft EIR contains no plans for the proposed demolition of the easternmost portion of the historic Pier 29 shed, and the EIR should include these plans in order to evaluate their impacts. [O-ACEC-28]
- The EIR's description of Pier 29 should include additional information about the history of Pier 29. The EIR should also decide who is responsible for the cost of the seismic retrofit, and discuss any cost implications of the 1994 retrofit. [O-ACEC-64]
- The rear entrance of the Pier 29 Annex is listed as a contributor to the Embarcadero Historic District and the EIR should consider it to be historically significant. [O-ACEC-65]
- This comment rephrases information presented in the EIR regarding impacts to Pier 29. [O-ACEC-87]
- The EIR does not provide project-specific information for the rationalization of the Pier 29 shed, so public review is not possible at this time. [O-ACEC-88]
- The EIR lacks a description of what activity was reviewed by a consulting architectural historian, and should include a design for the rationalization of the outshore end of Pier 29. [O-ACEC-89]
- The EIR must explain why findings on pages 5.5-88 to 5.5-89 reference the Port's Guidelines for Pier and Bulkhead Wharf Substructures. [O-ACEC-90]
- The EIR should consider the alternative of restoring Pier 29 to its historic appearance and length. [O-ACEC-91, O-ACEC-92]
- Restoring Pier 29 to its original length would match Pier 31 and enhance the historic character of the Embarcadero Historic District. [O-ACEC-93]
- The EIR should discuss how restoring Pier 29 to its original appearance would comply with Secretary's Standard No. 6 and NPS Management Policy No. 5.3.5. [O-ACEC-94]
- The EIR should provide more information about the history of Pier 29 and its proposed appearance after rationalization. [O-ACEC-95]
- The EIR should discuss any conflicts between the project objectives and Pier 29 restoration. [O-ACEC-96]
- The EIR should clarify if Pier 29's future long-term use is as a pedestrian area, as retail and commercial space, or as a provisioning area for the cruise terminal. [O-ACEC-97]
- The EIR should evaluate potential future uses for Pier 29 if it is restored to its original length and appearance. [O-ACEC-98]
- The EIR lacks detailed, project-specific information on the structural repair and seismic upgrade improvements to Pier 29, so the public is unable to adequately comment on these improvements at this time. [O-ACEC-99]
- The EIR should discuss the impacts of Pier 29 improvements on the bulkhead wharf, the impacts of bulkhead wharf upgrades on Pier 29, and how these two sets of improvements are related. [O-ACEC-100]
- The EIR should indicate whether the proposed Pier 29 improvements are only necessary because of the proposed demolition of the Pier 27 shed. [O-ACEC-101]

- The EIR cannot make assumptions about the impacts of temporary improvements to Piers 29 and 29½ because designs for these temporary improvements do not exist yet. [O-ACEC-102]
- The EIR should consider alternative options for Pier 29 to identify the appropriate treatment. The EIR should include a referenced consultant report and provide additional support for its choice of treatment. [O-SFAH-01]
- The EIR should provide additional historical and architectural information about Pier 29, as well as the dimensions of the portions of Pier 29 that would be removed. The EIR should consider several alternative plans, each of which should include all dimensions to be removed, as well as the alternative of restoring Pier 29. The EIR should also consider the placement of solar panels on Pier 29 and other historic resources. [I-Platt-02]

## Response CP-3

### *Pier 29*

Several comments (A-SFHPC-01, A-SFHPC-02, O-ACEC-28, O-ACEC-64, O-ACEC-87, O-ACEC-88, O-ACEC-89, O-SFAH-01, and I-Platt-02) remarked on the adequacy of the analysis of the proposed demolition of the easternmost portion of the Pier 29 shed and construction of a new east and corner wall for the Pier 29 shed. As described in the EIR, Chapter 5, Section 5.5.3.3, Impact CP-1, pages 5.5-87 to 5.5-89, the AC34 project would not result in a significant impact on Pier 29 as a contributing resource, or on the Embarcadero Historic District. This determination relies on a historic preservation analysis prepared by Architectural Resources Group (ARG), historic preservation consultants, that was reviewed by the San Francisco Planning Department and Port staff experts. ARG and Planning Department and Port staff meet the Secretary of the Interior's Professional Qualification Standards in multiple areas including historic architecture and history. ARG's analysis was provided to the Planning Department in two documents, which are included in Appendices CP-5 and CP-6 of this document to augment Appendix CP of the Draft EIR.<sup>1</sup> The two documents are:

- Architectural Resources Group, *Historical Resources Report, Piers 27, 29 and 31*, September 30, 1999 and updated March 25, 2011.
- Architectural Resources Group, "America's Cup Improvements, Piers 27-29, Project Consistency with the Secretary's Standards," memorandum to AECOM, April 13, 2011.

The first document is a 2011 update of a 1999 report prepared by ARG. Prior to the creation of the Embarcadero Historic District in 2006, the Port retained ARG to prepare a historic resources analysis for the Piers 27, 29, and 31 complex. ARG's 1999 report provided a historical analysis including a building description, a conditions analysis, a list of character-defining features, and a description of known additions and alterations, as well as a summary of historic significance. The 1999 report also included an analysis of two options for the separation of Piers 27 from 29 and the

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<sup>1</sup> These documents were used during the preparation of the Draft EIR, were cited in the Draft EIR, and were available to the public as part of the references cited. These documents were inadvertently omitted from the Draft EIR appendices, but these documents are included as part of the appendices associated with the Final EIR.

restoration of the Pier 29 shed. Option A provided for the retention of a stepped end containing the original structure, including the outboard end that was significantly altered in 1965 by the construction of Pier 27. Option B provided for the demolition of the altered end of the pier, back to the point where the original structure is intact. In preparation for the proposed projects, the Port retained ARG to update the 1999 report, to confirm and validate their earlier findings and to make recommendations in light of any new information. The most significant new information was the listing of Piers 29 and 31 as contributors, and Pier 27 as a non-contributor, to the Embarcadero Historic District. The District was listed in the National Register of Historic Places in 2006.

The second document is an April 13, 2011 memorandum from ARG addressing the proposed removal of Pier 27 and the treatment of the end of Pier 29, in light of this proposed change of condition, and the proposed use for the America's Cup and long term as a provisioning support space for the new Pier 27 cruise terminal. Building on their earlier report, ARG conducted a project-level analysis of the proposal. This analysis determined that the proposed project, which includes the separation of Piers 27 and 29, removal of the shed back to the point where the original structure is intact, and construction of a new functional end wall, would be consistent with the Secretary's Standards. As noted in the ARG analysis, which is summarized on pages 5.5-88 and 5.5-89 of the Draft EIR, Impact CP-1, as follows:

- The proposed project would make a number of alterations in a triangular area at Pier 29's outshore end, which was extensively altered in 1965 to accommodate Pier 27. Historic materials such as roof monitors, structural columns, roof trusses, cargo doors and steel sash windows to be removed are found in multiple areas throughout the outshore end of the Pier 29 shed. Given the altered state of the outshore end of Pier 29, the removal of these features and rationalization of the highly altered pier end that would result from the demolition of the Pier 27 shed would not compromise the overall level of integrity of this resource because the defining characteristics of the building or its site and, in particular, Pier 29 would remain a contributor to the Embarcadero Historic District.
- The removal of the altered outboard portion of Pier 29 would enhance the historic character of the property by expressing the Pier 29 shed's historic freestanding profile and rectangular plan.
- The proposed project would not remove historically significant alterations to the site because the Pier 29 alterations occurred after the Embarcadero Historic District's period of significance.
- Removing the compromised outboard end of Pier 29 removes non-historic elements from the site and returns Pier 29 to a freestanding building.
- The proposed end wall for Pier 29 conveys the three-gabled shape of the historic shed, and the rhythm of the proposed roll-up doors and pedestrian entrances evokes the window and door openings of the original reinforced concrete end wall, without duplicating those features. The new wall would be separated from the existing walls of the shed by a shallow reveal, distinguishing the new construction from the historic structure.

- The shell of the proposed cruise ship terminal at Pier 27 would be situated more than 100 feet apart from the Pier 29 shed. A historic resources review of the architectural design of the proposed Pier 27 Cruise Terminal found that it would be compatible with the Embarcadero Historic District and therefore consistent with the Secretary's Standards (see discussion under the subheading, *James R. Herman Cruise Terminal and Northeast Wharf Plaza*, below). As such, this component of the project would be expected to have a less-than-significant impact on the historic setting of Pier 29.

In response to Comment O-ACEC-90, footnote 147 on EIR page 5.5-88 is corrected as follows (deleted text is shown as ~~striketrough~~ and new text is underlined):

~~Ibid.~~ Architectural Resources Group, "America's Cup Improvements, Piers 27-29, Project Consistency with the Secretary's Standards," memorandum to AECOM, April 13, 2011.

As described above, a copy of the complete ARG memorandum, including the preparation of a significance diagram to document the extent of the alteration of the historic materials at the end of Pier 29, has been included in Appendix CP-5 of this document.

Based on the analysis contained in these two documents, the Draft EIR concluded that the proposed treatment of the Pier 29 shed, including the removal of the shed back to where the original structure is intact and the installation of a functional end wall, would be a less-than-significant impact. The Planning Department acknowledges Comment A-SFHPC-01, in which the San Francisco Historic Preservation Commission disagrees with the analysis and impact conclusion in the EIR; however, as provided for in CEQA Guidelines Section 15151, "disagreement among experts does not make an EIR inadequate, but the EIR should summarize the main points of disagreement among the experts." As re-iterated above, the EIR provides adequate discussion and information to explain the significance determination regarding the removal of the end of Pier 29.

Comments A-SFHPC-02, O-ACEC-91, O-ACEC-92, O-ACEC-93, O-ACEC-94, O-ACEC-96, O-SFAH-01, and I-Platt-02 express concerns that the EIR consider alternatives to the proposed work at the Pier 29 shed. Because the separation of Piers 27 and 29, removal of Pier 29 shed back to the original intact structure, and construction of a functional end wall were determined to have a less-than-significant impact, consideration of alternative treatments is not required by CEQA.

Several comments (Comments A-SFHPC-02, O-ACEC-64, O-ACEC-95, and I-Platt-02) expressed concern with the historical dimensions of Pier 29 shed and the proposed changes to those dimensions. Based on the 1915 architectural plans, when constructed, the Pier 29 transit shed was approximately 158 feet wide and 770 feet long. The construction of Pier 27 in 1965 resulted in a reduction in the length of the south wall of the Pier 29 transit shed by approximately 170 feet, the reduction in the length of the north wall by approximately 20 feet, and the loss of approximately 14,425 square feet, or approximately 12 percent of the transit shed's original area of 121,660 square feet. Under the proposed projects, the proposed alteration of the Pier 29 transit shed would result in the loss of an approximately 210-foot portion of the historic north wall. This would also result in the loss of 4 out of 25 cargo doorways, 2 out of 8 original roof monitors, and 7 out of 45 original steel sash windows throughout the entire shed building. After completion of the project, 21 cargo

doorways, 6 roof monitors, and 38 windows throughout the entire shed building would remain. The proposed alteration would remove approximately 21,915 square feet of area, which represents approximately 20 percent of the Pier 29 transit shed's remaining square footage (and 18 percent of the structure's original square footage). However, the historic integrity of this 21,915 square feet has been substantially compromised by the stepped-back pattern of the cut to the outshore end of the Pier 29 transit shed that was made to accommodate Pier 27 in 1965. Despite these alterations, Pier 29 did retain sufficient integrity to contribute to the Embarcadero Historic District. The Embarcadero Historic District period of significance is 1878 to 1946. The alteration of Pier 29 by the construction of Pier 27 is less than 50 years old. Although this event was evaluated in the preparation of the Port's Embarcadero Historic District nomination, it did not meet the applicable exceptional significance criterion that applies to events of the recent past if they are to be accepted as significant and eligible for the National Register. Therefore, Pier 27 was designated a non-contributor to the Embarcadero Historic District and the related alterations to Pier 29 have not acquired significance in their own right. The EIR did not consider an alternative treatment to the altered end of Pier 29, including reconstruction, because the removal of this portion of the structure was found to be a less-than-significant impact under CEQA (i.e., no alternative treatment to the end of Pier 29, including reconstruction, was required to reduce a significant impact to a less-than-significant level, as no significant impact was identified).

The April 13, 2011 ARG memorandum provides an analysis of Pier 29 and the project's compliance with the Secretary's Standards (see Appendix CP-5) and does not support exploration of a reconstruction alternative for the treatment of Pier 29. The analysis included a specific finding that Pier 29 would retain the character-defining features, which define it as a contributor to the Embarcadero Historic District. For example, Pier 29 would retain multiple instances of roof monitors, roll-up cargo doors, metal sash industrial windows and interior structural elements such as columns and trusses.

The removal of Pier 27 and the altered end of Pier 29 was analyzed and found to be consistent with the Secretary's Standards and therefore a less-than-significant impact under CEQA. This physical change to the Piers 27-29 complex was identified in the EIR, and supported by the April 13, 2011 ARG analysis, as being compatible with the Embarcadero Historic District in that it would return Pier 29 to its original freestanding condition and rectangular plan.

In response to Comment A-SFHPC-07 regarding the open space proposed at the east end of Piers 27-29, it should also be noted that the Historic District nomination identified Pier 27 and the entire Pier 27 deck, including the open outshore end, as a non-contributing resource to the District. Relying on this analysis, the EIR concluded that the proposed alterations and the new open space would be consistent with the Secretary's Standards and would result in a less-than-significant impact. As was described in the Draft EIR project description, Chapter 3, pages 3-70 and 3-100, the open deck area resulting from these alterations would be used by the America's Cup during the 2013 events and, in the long term, a portion of the open deck would be used for provisioning the cruise terminal, while the remainder would serve as open space and public access. On non-cruise days the entire deck at the end of Pier 27 would be available for open space and public access.

In response to O-ACEC-94: as described in Chapter 5, page 5.5-66 of the EIR, a variety of treatment options for cultural resources are available, including (1) preservation in their existing states; (2) rehabilitation to serve contemporary uses, consistent with their integrity and character; and (3) restoration to earlier appearances by the removal of later additions and replacement of missing elements. Any of these treatment options could meet the Secretary of the Interior's Standards. The treatment option proposed by the proposed project for the Pier 29 shed is rehabilitation to serve contemporary uses, consistent with its integrity and character.

In response to Comments O-ACEC-64 and O-ACEC-99: as described in Chapter 11, since the publication of the Draft EIR, the AC34 project sponsors have determined that under the AC34 Project Variant, the project would not include strengthening or seismic upgrade to the Pier 29 superstructure other than the new end wall or the repair of the Pier 29 aprons and fendering. However, repair of the Piers 27-29 substructure would still be required, and the impacts of this improvement on cultural resources would be less than significant because it would be consistent with the Secretary's Standards, as described in EIR Chapter 5, page 5.5-89. In addition, as further described on the same page, the Port's guidelines address a range of typical repair approaches for pier infrastructure, so more detailed construction information is not required to make this impact determination. Detailed cost and funding issues related to this improvement are not relevant to the CEQA impact analysis, and no further response is required. See Section 12.2, Response GEN-2, for further discussion of funding issues.

As described in the EIR Chapter 5, page 5.5-89, first paragraph, proposed temporary improvements at Pier 29 and 29½, including floating docks and gangways attached to pier aprons or secured by temporary piles would be subject to the Port's *Historic Preservation Review Guidelines for Pier and Bulkhead Wharf Substructures*. This document was adopted by Port Commission Resolution 04-89 dated October 26, 2004. Further, as outlined in Chapter 11, under the AC34 Project Variant, the amount of floating docks, barges, and apron/fender repair would be reduced compared to the Draft EIR AC34 project. Likewise, under the AC34 Project Variant, the project sponsor proposes greater use of helical screw anchors and lesser use of block gravity anchors.

Comment O-ACEC-97 requests clarification of the proposed long-term uses for Pier 29 shed. As described in Chapter 3, Project Description, page 3-100, and shown on Figure 3-33, page 3-97, about 3,000 square feet of the rehabilitated Pier 29 shed is proposed for a cruise terminal-related use to house a battery recharging station for provisioning equipment and support space for longshore workers. Other specific long-term uses of Pier 29 have not been identified at this time and are not part of either of the proposed projects analyzed in this EIR. Chapter 3, page 3-91, identifies a hypothetical long-term development scenario for the Pier 29 shed that consists of 43,700 square feet of retail, commercial, and entertainment and assembly uses; this scenario, is assumed to be consistent with the Waterfront Land Use Plan, public trust considerations, and the San Francisco Planning Code and Zoning Map, and is presented for the purposes of the EIR for the conceptual analysis of potential future long-term development rights under the Host Agreement. The Host Agreement also states that any specific development agreement with detailed future proposals for this site will be subject to subsequent review under CEQA. In addition, Chapter 3, page 3-110, indicates that the Cruise Terminal project includes amendments



to the BCDC Special Area Plan that would allow phased public access improvements through the Pier 29 shed to the Pier 29 apron to provide access to the proposed open space at the end of Pier 29, but no details of this access improvement have been developed.

Comment O-ACEC-98 requests that the EIR evaluate restoring Pier 29 to its original length. This suggestion is acknowledged, but long-term use of the Pier 29 shed is neither part of the proposed projects nor a part of the project sponsors' objectives. Therefore, this analysis is not relevant to this EIR and no further response is required.

Comment O-ACEC-100 requests that impacts of structural repairs on Sections 3 and 4 of the historic bulkhead wharf be addressed. The proposed repairs to the bulkhead wharf are within the scope of the Port's *Historic Preservation Review Guidelines for Pier and Bulkhead Wharf Substructures*. Therefore, the impacts of this improvement on cultural resources would be less than significant because it would be consistent with the Secretary's Standards.

Comment O-ACEC-101 regarding the FEMA-financed work in 1994 and the reasons for the structural repairs does not address the adequacy or accuracy of information in the EIR. The EIR discloses the environmental impacts of these repairs, as required under CEQA, and no response is necessary. The 1994 FEMA work addressed the repair and seismic retrofit of the Piers 27-29 substructure. The proposed project structural repair and seismic upgrade of Pier 29 would address the pier shed or superstructure and is not related to the demolition of the Pier 27 shed.

Comment O-ACEC-102 requests further description of the temporary improvements at Piers 29 and 29½ proposed for the AC34 events. Chapter 3, pages 3-70 to 3-75, including Figures 3-29 and 3-30 describes the temporary improvements at these locations. Temporary improvements at the Pier 27 shed would include food concessions, merchandising, and ticket sales, and the adjacent Pier 29½ bulkhead building is where food preparation and/or commercial/retail activities would occur. This level of detail is sufficient to make the determination that impacts associated with these temporary uses during the AC34 2013 event would be less than significant.

In response to Comment O-SFAH-01: the consultant's report included in Appendix CP-5 contains scale drawings that depict the extent to which historic fabric at Pier 29 would be removed, as well as a rationale for the most appropriate treatment option (i.e., squaring off the end, or "functional end wall" as described in the report).

In response to Comment I-Platt-02 regarding future consideration of solar panels at Pier 29 shed: EIR Chapter 5, Section 5.3, Aesthetics, page 5.3-62, determined that the future long-term development within the Historic District would be subject to Improvement Measure I-LT-AE, Rooftop Design. This measure would apply to future development of the Pier 29 shed and states that "Rooftop energy conservation installations on pier sheds, including flat mounted solar installations shall incorporate darker coloring such as grey, while balancing the need to meet sustainability and energy efficiency standards, and consistency with the Secretary of the Interior's Standards for the Treatment of Historic Properties."

### ***Belt Line Office Building***

In response to Comment O-ACEC-65: as described in the EIR Chapter 3, pages 3-73 and 3-109, the proposed project would retain the Belt Line office building in its entirety. The commenter may have been mistaken due to an inconsistency in the Draft EIR, where the project description states that the entire building would be retained and rehabilitated, but the performance criteria in Mitigation Measure M-CP-6 (Northeast Wharf Plaza Performance Criteria) indicate that the rear addition would be further evaluated. This performance criterion is deleted from the EIR, as described below in Response CP-8, which provides EIR text revisions to Mitigation Measure M-CP-6 (Northeast Wharf Plaza Performance Criteria).

In response to this comment, EIR text on page 5.5-58, bottom of the third paragraph is revised as follows (deleted text is shown as ~~striketrough~~ and new text is underlined):

The rear addition, although of lesser architectural quality, ~~may have~~ has acquired significance in its own right because it was constructed within the period of significance.

This revision does not change the analysis or conclusions presented in the EIR.

Please note, to avoid confusion with the Pier 27 Annex, the term “Pier 29 Annex” is not used in the EIR to refer to the Belt Line office building.

## **12.10.5 Impacts on Embarcadero Historic District, Including Piers 26, 28, 19, and 23, and Bulkhead Wharves [CP-4]**

### **Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-SFHPC-15	O-ACEC-70	O-ACEC-77	O-ACEC-107
A-SFHPC-17	O-ACEC-71	O-ACEC-84	O-ACEC-108
O-ACEC-24	O-ACEC-72	O-ACEC-85	O-ACEC-109
O-ACEC-25	O-ACEC-73	O-ACEC-103	O-ACEC-110
O-ACEC-41	O-ACEC-74	O-ACEC-104	O-ACEC-111
O-ACEC-63	O-ACEC-75	O-ACEC-105	I-Platt-01
O-ACEC-66	O-ACEC-76	O-ACEC-106	

- The HPC finds the mitigation measures too specific and believes that larger impacts on the District are not being discussed or mitigated. [A-SFHPC-15]
- The HPC believes the EIR has not sufficiently analyzed the impact or potential impact of the projects on the Embarcadero Historic District. [A-SFHPC-17]
- The Draft EIR contains no specific plans for the proposed permanent improvements to be made at Piers 26 and 28, and the EIR should include these plans in order to evaluate their impacts. [O-ACEC-24]
- The Draft EIR contains no specific plans for the proposed permanent improvements to be made at Pier 19, and the EIR should include in order to evaluate their impacts. [O-ACEC-25]

- The EIR fails to mention in the description of Piers 30-32 that Red's Java House is a historic resource. [O-ACEC-41]
- The EIR's source for descriptions and history of the Embarcadero Historic District on page 5.5-39 should be clarified. The EIR should include or incorporate the Port of San Francisco Embarcadero Historic District National Register of Historic Places Registration Form dated May 2006. [O-ACEC-63]
- The EIR should provide a list of other projects completed after the Embarcadero waterfront was designated a historic district that involved a loss of integrity or demolition of sections of the bulkhead wharf or the seawall. The EIR should also list projects that are currently proposed that involve demolition to the bulkhead wharf or the seawall. [O-ACEC-66]
- The EIR does not support its conclusion that impacts on historic resources would be less than significant with mitigation, because it contains no project-specific information on many temporary and permanent improvements within the Embarcadero Historic District. [O-ACEC-70]
- Mitigation measures proposed in the EIR are inadequate, or do not yet exist and may not be implemented. [O-ACEC-71]
- The EIR has not adequately described this project, so adequate mitigation measures cannot be developed. [O-ACEC-72]
- Port Commission Resolution 04-89 only affects "major projects" and only establishes a review process for Pier and Bulkhead Wharf Substructures. [O-ACEC-73]
- If the Port intends to use performance measures and criteria as mitigation for future projects, the performance measures must be included in this EIR. [O-ACEC-74]
- The Port lacks staff trained in historic preservation, which calls into question whether proposed mitigation measures can actually be implemented. [O-ACEC-75]
- The commenter restates information stated in the EIR and provides organization for future comments. [O-ACEC-76]
- The EIR must provide detailed, project-specific information on impacts on the historic character of Sections 3, 4, and 10 of the bulkhead wharf. The EIR also provides two possible mitigations for these impacts, potentially allowing the developer to choose the less restrictive option. [O-ACEC-77]
- The EIR should disclose if any historic resources besides Red's Java House and Pier 28 could be affected by groundborne vibration due to pile driving. [O-ACEC-84]
- Mitigation Measure M-NO-3 should explain what corrective measures would be implemented to protect historic structures if monitoring shows unacceptable ground movement. [O-ACEC-85]
- The EIR must provide detailed, project-specific information on impacts on the historic character of Piers 26, 28, 19, 19½, and 23. [O-ACEC-103]
- Table 3-9 includes a list of permanent improvements to Piers 26, 28, 19, 19½, and 23, but the text of the EIR only describes temporary improvements. The text of the EIR must include a complete description of potential improvements and their impacts. [O-ACEC-104]

- The EIR concludes that temporary improvements to Piers 26, 28, 19, 19½, and 23 would have no adverse impacts even though no designs for these improvements exist yet. [O-ACEC-105]
- Because the finding of less than significant with mitigation is based on the temporary nature of the improvements, the EIR must include mitigation measures that require complete disassembly of these improvements. [O-ACEC-106]
- Impacts, especially on historic resources, can be significant even if temporary. [O-ACEC-107]
- The EIR should assess the possibility of disassembling all temporary structures between the two race seasons. [O-ACEC-108]
- The EIR should include a mitigation measure requiring all damage caused by temporary improvements to be repaired. [O-ACEC-109]
- The EIR concludes that temporary improvements to Piers 26, 28, 19, 19½, and 23 would have no adverse impacts because they are easily reversed, even though no designs for these improvements exist yet. [O-ACEC-110]
- The EIR must define “less durable” materials and “short lifespan.” [O-ACEC-111]

The EIR should include references to historic resources earlier than Chapter 5. It should include maps of all historic districts and references to the Port’s Waterfront Land Use Plan, from 1997, and BCDC’s amended San Francisco Special Area Plan, from 2000. [I-Platt-01]

## Response CP-4

### *Port of San Francisco Historic Preservation Review Process and Impact of Projects on the Embarcadero Historic District*

Projects developed on Port property must comply with the Port’s permitting process and Building Code; they do not receive permits from the San Francisco Department of Building Inspection or the San Francisco Planning Department. As a result, Port projects are not within the HPC’s jurisdiction or subject to a Certificate of Appropriateness. However, projects within the Embarcadero Historic District as described in EIR Section 5.5.2.3, pages 5.5-72 to 5.5-74, Local Regulations, are subject to review for consistency with the Secretary’s Standards. This section of the EIR explains the administrative procedures developed by Port staff to implement Port Commission Resolution 04-89, which established the policy requiring projects within the Historic District to comply with the Secretary’s Standards and the Port’s *Historic Preservation Review Guidelines for Pier and Bulkhead Wharf Substructures*. The Historic Preservation Review Guidelines were approved by the Port Commission as a part of its action on the Embarcadero Historic District nomination. The procedures, review processes, and guidelines described in this section of the EIR are tools used by Port staff to ensure that projects within the Historic District are consistent with the Secretary’s Standards and Resolution 04-89.

The Port’s historic preservation review process is managed by a historic preservation planner who meets the Secretary of the Interior’s Professional Qualification Standards. Also supporting

the historic preservation review process are other staff with expertise in closely related disciplines including urban design, architecture, engineering construction management, and building codes. To meet workload demands, the Port uses work orders with other city departments, hires historic preservation consultants, and has the option of increasing temporary or permanent staff as necessary. In addition to project review by staff, the Port frequently conducts outreach to historic preservation stakeholders, especially for planning policies and developments that involve historic resources. Past outreach efforts have included consultation with the San Francisco Planning Department, San Francisco Architectural Heritage, Port advisory committees, and the Waterfront Design Advisory Committee, as well as the former San Francisco Landmarks Preservation Advisory Board, the San Francisco Historic Preservation Commission, and the San Francisco Planning Commission. For the preparation of the Embarcadero Historic District nomination, the Port convened a panel of waterfront, environmental, and historic preservation stakeholders who advised the Port on a range of issues. This form of outreach has served the Port well in the past and is one of several viable options used to obtain stakeholder input.

The Planning Department acknowledges Comments A-SFHPC-15 and A-SFHPC-17, in which the San Francisco Historic Preservation Commission disagrees with the Draft EIR analysis of the impacts of the projects on the Embarcadero Historic District and the identified mitigation measures. The Planning Department considers that the level of detail in the EIR mitigation measures is appropriate for the project, with specific details provided as necessary to ensure that impacts can be reduced to less-than-significant levels. In addition, the impact analysis considered larger impacts to the District as a whole, but found them to be less than significant. As provided for under CEQA Guidelines Section 15151, “disagreement among experts does not make an EIR inadequate, but the EIR should summarize the main points of disagreement among the experts.” As reiterated above, the EIR provides extensive discussion on the applicability of local regulations to protect historic resources in assessing impacts of projects on the Embarcadero Historic District; in particular, Port Commission Resolution 04-89, which specifically requires that projects uphold the historic character of the Embarcadero Historic District consistent with the Secretary’s Standards, would apply to the proposed project and would reduce impacts to less-than-significant levels.

### ***Description of the Embarcadero Historic District***

Comment O-ACEC-63 asserts that the description of the Embarcadero Historic District in the EIR is inadequate. The EIR descriptions of contributing resources and the Historic District, as well as the character-defining features of these resources, has been summarized from the Embarcadero Historic District nomination and properly cited as a reference in the EIR. Reference documents used in the preparation of the EIR are cited in footnotes 1 through 154 in Section 5.5, Cultural and Paleontological Resources, and are on file and available for public review at the San Francisco Planning Department. Section 5.5 of the EIR, pages 5.5-39 to 5.5-59, provides a summary description of each contributing resource that could be affected by the proposed AC34 events and the Cruise Terminal project and specifically includes a list of character-defining features for each resource. The historic resources evaluation of future long-term development rights under the Host Agreement is conceptual in this EIR, and if or when more specific development proposals are prepared, that site-

specific development would be subject to project-level CEQA environmental review. Project-level CEQA analysis of historic resources would rely on best practices and would include a listing of references consulted. As a result, the Embarcadero Historic District nomination among other academic sources would be some of the reference materials used in future historic resource evaluations.

Comment O-ACEC-66 states that the Draft EIR fails to disclose projects that have been completed since designation of the Embarcadero Historic District that have contributed to a loss of integrity to sections of the Bulkhead Wharf or portions of the seawall. Both the Brannan Street Wharf project and the 8 Washington Street project are identified in EIR Section 5.1.5, pages 5.1-12 to 5.1-18, as projects that could contribute to cumulative impacts in combination with the proposed project, and these projects and their potential impacts are considered in the cumulative impact analysis in Section 5.5.3.4, pages 5.5-120 to 5.5-130. As described above, Section 5.5 provides a thorough and adequate description of the Embarcadero Historic District and each contributing resource that could be affected by the proposed projects.

In response to Comment I-Platt-01: please see Section 5.5.1.3, Cultural Setting, pages 5.5-12 to 5.5-15, for a brief history of the Embarcadero Historic District and Northeast Waterfront Historic District. Also see Section 5.5.1.5, Research Methods and Results, Figure 5.5-1 on page 5.5-43, for a map of the Embarcadero Historic District. The Port's Waterfront Land Use Plan and BCDC's Special Area Plan are discussed in Section 4.2, Plans and Policies Relevant to the Project, pages 4-9 to 4-16 and pages 4-19 to 4-23, respectively. In response to this comment, the EIR text in Chapter 3, on page 3-6, first paragraph, is revised as follows (new text is underlined):

The Port of San Francisco manages approximately 7½ miles of the San Francisco Bay shoreline stretching from India Basin in the south to Hyde Street Pier in the north, totaling more than 1,000 acres. Figures 3-4 through 3-7 delineate the Port jurisdictional boundary within the vicinity of the project sites. The primary project sites and related facilities located within the Port jurisdiction consist of numerous piers, water basins, and a seawall lot, as described below, and most of these piers are within the Port of San Francisco Embarcadero Historic District, which was listed in the National Register of Historic Places in 2006. Note that the pier numbering convention used by the Port assigns odd-numbers to facilities north of the Ferry Building and even-numbers to facilities south of the Ferry Building.

This revision does not change the analysis or conclusions presented in the EIR.

### ***Impact on Bulkhead Wharves***

Several comments concern the impacts and/or mitigation measure identified in the EIR related to the bulkhead wharves. As described in the EIR Chapter 5, Section 5.3.3, Impact CP-1 regarding Piers 30-32 and Bulkhead Wharves, on pages 5.5-77 to 5.5 -78, the proposed project as described in the Draft EIR includes a range of possible treatments to Bulkhead Wharf Sections 3, 4, and 10 to accommodate the AC34 facilities and events. These treatments include ordinary maintenance and repair, and demolition and reconstruction in response to the degree of deterioration present at each location as necessary to achieve structural integrity and compliance with applicable Port Building

Code standards. The Draft EIR determined that implementation of Mitigation Measure M-CP-1a (Bulkhead Wharf Substructure Review Process), on pages 5.5-96 to 5.5-97, in combination with compliance with applicable local regulations, would reduce impacts to less-than-significant levels. See also Response CP-9, below, for discussion of Mitigation Measure M-CP-1a.

However, since the publication of the Draft EIR in July 2011, further analysis of these wharves by AECOM and the Port determined that the existing bulkhead wharves at Sections 3, 4, and 10 can be repaired rather than being demolished and reconstructed.<sup>2</sup> As described in Chapter 11, the project sponsors have incorporated this refinement into the AC34 Project Variant. As discussed in Chapter 11, the Port's adopted *Historic Preservation Review Guidelines for Pier and Bulkhead Wharf Substructures*, which provide guidance on the repair and alteration of pier and bulkhead wharf substructures to maintain the structural integrity and function consistent with the Secretary's Standards, would be applied in this case to reduce the project effects to less-than-significant levels without the need for additional mitigation in the form of performance criteria as was stated in the Draft EIR in Mitigation Measure M-CP-1a (Bulkhead Wharf Substructure Review Process). The Draft EIR was correct in providing this mitigation measure because at the time of publication, demolition and reconstruction of the bulkhead wharves at Sections 3, 4, and 10 were a possible future action, and additional performance criteria were warranted. As indicated in Chapter 11, under the AC34 Project Variant, these bulkhead wharf sections can be repaired in accordance with the Port's adopted *Historic Preservation Review Guidelines for Pier and Bulkhead Wharf Substructures*, and this mitigation measure would not apply to the AC34 Project Variant.

### ***Impacts of Temporary and Permanent Improvements at Other AC34 Venues in the Embarcadero Historic District***

Comments O-ACEC-76, O-ACEC-24, O-ACEC-25, and O-ACEC-103 through O-ACEC-111 express concerns about impacts on historic resources due to proposed temporary and permanent improvements on Piers 26, 28, 19, 19½, and 23. Impacts on Pier 29 are discussed in Response CP-3, above. Impacts associated with long-term development rights under the Host Agreement are discussed in Response CP-10, below.

### **Temporary Improvements**

EIR Chapter 3, Project Description, pages 3-38 to 3-78, describes in detail the proposed activities and improvements that would occur at each of the AC34 venues during the 2012 and 2013 events, and this information is summarized in Table 3-9 (page 3-42) and Table 3-10 (page 3-64), with temporary and permanent project components clearly distinguished. Temporary components would consist of team base facilities, hospitality services, spectator seating, short-term berthing facilities, storage, parking, media facilities, and other AC34-related operations and management needs; these components would be installed prior to the events and completely removed following the AC34 events. Permanent improvements, on the other hand, would consist of basic structural or infrastructure improvements such as seismic upgrades and repair, fire/safety/access improvements, and dredging; these components would remain in place following the completion

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<sup>2</sup> Erickson, Brad, AECOM Managing Engineer, personal communication with Uday Prasad, Deputy Harbor Engineer, regarding conditions assessment of Section 10 of the bulkhead wharf, November 2011.

of the AC34 events. Mitigation Measure M-CP-1c would require the Planning Department to review either the specific plan or a protocol of methods formulated by an architectural historian hired by the project sponsor for compliance with the Secretary's Standards.

As described in EIR Section 5.5.3.3, under Impact CP-1, on pages 5.5-76 to 5.5-99, temporary improvements proposed within historic piers would be highly reversible, self-contained, and readily disassembled and transported to and from the site. Because temporary improvements at these piers would include little to no construction or attachment to historic piers or pier sheds, there would be little or no potential for the project to affect character-defining features or historic materials. These temporary improvements would be similar to those commonly used for special events, outdoor performances, and street fairs and may include such items as temporary trailers, tents, prefabricated structures, and portable toilets. Based on the significance criteria listed in Section 5.5.3.1, page 5.5-74, a substantial adverse change in the significance of a historic resource means "physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of the historic resource would be materially impaired." Impacts on historic resources associated with temporary improvements, regardless of whether or not they would be dissembled between 2012 and 2013, are therefore determined to be less than significant.

As described in Chapter 11, since the publication of the Draft EIR, the project sponsor has determined that under the AC34 Project Variant, the project would not include installation of floating docks, or repair of the aprons or fendering for Piers 26 and 28. Likewise, apron and fender repair would not be proposed for north side of Pier 19 or for Pier 19½. However, the AC34 Project Variant would still include repairs to the south apron of Pier 19. Under the AC34 Project Variant, at Pier 23 the fixed barge/platform proposed off the end of the pier is not proposed and the floating docks proposed on the south side of the pier are not required; however, the floating docks are still proposed for the north side of the pier. As such, the less-than-significant impacts identified for these project features would be further reduced under the AC34 Project Variant.

### **Permanent Improvements**

Section 5.5.3.3, Impact CP-1, on pages 5.5-76 to 5.5-99, also addresses the permanent improvements proposed at Piers 26, 28, 19, 19½, and 23. As described in Chapter 3, proposed permanent improvements to these piers include fire, safety, and access improvements, such as interior non-structural fire rated assemblies or enclosures, fire alarms and sprinklers as well as additional means of egress when required to meet code requirements; roof and exterior wall repairs and replacement, lead paint and asbestos abatement, waterproofing, mechanical system upgrades, deck repairs and/or resurfacing, and new utility services; and possible apron and fender repairs. However, these types of improvements are subject to the Port's *Historic Preservation Review Guidelines for Pier and Bulkhead Wharf Substructures*, which provide guidance on the repair and alteration of pier and bulkhead wharf substructures to maintain the structural integrity and function, consistent with the Secretary's Standards. Review by Port staff of the detailed designs of the proposed permanent improvements for consistency with the Secretary's Standards would reduce the potential impacts to less-than-significant levels.



In response to Comment O-ACEC-104, the text changes shown below are made to the EIR to clarify the information presented in Impact CP-1 regarding permanent improvements proposed to Piers 26, 28, 19, 19½, and 23.

The EIR text on page 5.5-81, following the second full paragraph, before the section on the Pier 26 Annex, is revised to include a new paragraph as follows (new text is underlined):

In addition to the temporary improvements to Piers 26 and 28, the AC34 project could implement the following permanent improvements at Piers 26 and 28: fire, safety, and access improvements; roof and exterior wall repairs and replacement, lead paint and asbestos abatement, waterproofing, mechanical system upgrades, deck resurfacing; and new utility services. These improvements are subject to the Port's *Historic Preservation Review Guidelines for Pier and Bulkhead Wharf Substructures*, which provide guidance on the repair and alteration of pier and bulkhead wharf substructures to maintain the structural integrity and function, consistent with the Secretary's Standards. Review by Port staff of the detailed designs of the proposed permanent improvements for consistency with the Secretary's Standards would reduce the potential impacts to less-than-significant levels.

The EIR text on page 5.5-82, following the third full paragraph, before the section on Pier 23, is revised to include a new paragraph as follows (new text is underlined):

In addition to the temporary improvements to Piers 19 and 19½, the AC34 project could implement the following permanent improvements at Piers 19 and 19½: fire, safety, and access improvements; and repair of the deck and piling for the north and south aprons, if needed. These improvements are subject to the Port's *Historic Preservation Review Guidelines for Pier and Bulkhead Wharf Substructures*, which provide guidance on the repair and alteration of pier and bulkhead wharf substructures to maintain the structural integrity and function, consistent with the Secretary's Standards. Review by Port staff of the detailed designs of the proposed permanent improvements for consistency with the Secretary's Standards would reduce the potential impacts to less-than-significant levels.

The EIR text on page 5.5-83, following the second full paragraph, before the section on the Pier 23 restaurant, is revised to include a new paragraph as follows (new text is underlined):

In addition to the temporary improvements to Pier 23, the AC34 project could implement the following permanent improvements at Pier 23: fire, safety, and access improvements; and repair of the deck and piling for the north and south aprons, if needed. These improvements are subject to the Port's *Historic Preservation Review Guidelines for Pier and Bulkhead Wharf Substructures*, which provide guidance on the repair and alteration of pier and bulkhead wharf substructures to maintain the structural integrity and function, consistent with the Secretary's Standards. Review by Port staff of the detailed designs of the proposed permanent improvements for consistency with the Secretary's Standards would reduce the potential impacts to less-than-significant levels.

These revisions do not change the analysis or conclusions presented in the EIR.

Comments O-ACEC-84 and O-ACEC-85 request clarification of pile-driving activities required for construction of the permanent improvements near Pier 28. As described in Section 5.7 under Impact NO-3, pages 5.7-38 to 5.7-39, most of the proposed pile-driving activities would be offshore for the purposes of installing floating docks, sufficiently distant from sensitive piers and other structures within the Embarcadero Historic District to avoid potentially significant vibration impacts. However, as identified in the EIR, the exception would be the piles proposed to be installed on Piers 30-32, which could result in potentially significant vibration impacts on Red's Java House, bulkhead wharf section 10, and Pier 28. No other historic resources are expected to be affected by groundborne vibration from pile-driving activities. Pile driving and potential groundborne vibration resulting from construction activities would be subject to Mitigation Measure M-NO-3 (Pre-Construction Assessment to Minimize Structural Pile-Driving Vibration Impacts on Adjacent Historic Buildings and Structures and Vibration Monitoring) as set forth in Section 5.7.3.3, pages 5.7-40 to 5.7-41. This mitigation measure provides the Port's Chief Harbor Engineer with the authority to stop work and to require the implementation of corrective measures. The specific corrective measures would be designed to address the particular circumstances and severity of the risks the vibration impacts may cause for adjacent historic buildings and structures, and may include the installation of such items as a "bubble blanket" around the pile to dampen the vibration, or alternative methods of pile driving.

For further discussion of the adequacy of the project description and mitigation measures, please see Section 12.4, Response PD-1, and Section 12.6, Response IO-4.

### ***Red's Java House***

In response to Comment O-ACEC-41: Red's Java House is identified as a historic resource on EIR page 5.5-41, Table 5.5-2, Port of San Francisco Affected Properties Within the C-APE. Red's Java House is also specifically addressed on EIR pages 5.5-47 to 5.5-48, where the text states that this building is outside the Embarcadero Historic District boundaries because it is located on Piers 30-32, which lack sufficient integrity to be included in the District. Red's Java House is nonetheless a potential non-contiguous contributor to the Embarcadero Historic District, is eligible for listing on the California Register, and is considered a historic resource for CEQA purposes. Potential indirect impacts on Red's Java House could result from groundborne vibration generated from proposed pile-driving activities during construction at Piers 30-32. This potential impact is described under Impact CP-1, pages 5.5-79 to 5.5-80, and in Section 5.7, Noise and Vibration, under Impact NO-3, pages 5.7-38 to 5.7-40, where it was determined that implementation of Mitigation Measure M-NO-3 (Pre-Construction Assessment to Minimize Structural Pile Driving Vibration Impacts to Adjacent Buildings and Structures and Vibration Monitoring) would reduce this impact to a less-than-significant level.

In addition, potential indirect impacts on the historic setting of Red's Java House that could result from the rehabilitation of the existing Piers 30-32 pier structure and "above deck" development, are analyzed under Impact LT-CP-1, pages 5.5-114 to 5.5-116, as part of the conceptual analysis of long-term development rights under the Host Agreement. This potential impact would be reduced through implementation of Mitigation Measure M-LT-CP-a (Piers 30-32 Performance

Criteria), which requires the Port to develop specific design criteria for compatible future development on Piers 30-32. However, due to a lack of information regarding the proposed long-term development and its potential for physical impacts upon the project site, this impact is potentially significant and unavoidable. See Response CP-10, below, for further discussion of the long-term development analysis of historic resources.

## 12.10.6 Impacts on Aquatic Park, Fort Mason, and Marina Green [CP-5]

### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-NPS2-184	O-ACEC-115	O-ACEC-120	O-ACEC-125
A-NSPS-187	O-ACEC-116	O-ACEC-121	O-ACEC-126
O-ACEC-112	O-ACEC-117	O-ACEC-122	O-ACEC-127
O-ACEC-113	O-ACEC-118	O-ACEC-123	O-ACEC-128
O-ACEC-114	O-ACEC-119	O-ACEC-124	

- The AC34 project should not adversely affect the National Historic Landmark within Fort Mason and any modifications should be reversible. [A-NPS2-184]
- The vicinity of the Fort Mason Youth Hostel is an example where views will be excellent, but erodible soils, cultural resources, and landscape plantings are all at risk. [A-NPS2-187].
- The EIR does not adequately support its conclusions that installations in Aquatic Park and Fort Mason would have no impact on historic resources or that a gangway to the Marine Seawall would have less-than-significant impacts. [O-ACEC-112]
- The EIR concludes that installations planned for Aquatic Park would be fully reversible and cause no long-term impacts, despite the fact that designs for these installations have not yet been made. [O-ACEC-113]
- The EIR does not mention if these installations would remain in place between 2012 and 2013 race events. It should also discuss how long they would remain after all race events, and who would be responsible for their removal. [O-ACEC-114]
- If the next America's Cup race is also held in San Francisco, would these installations be left in place until then? [O-ACEC-115]
- The EIR should contain a plan to protect historic Hyde Street Pier ships from visitation by recreational boaters. [O-ACEC-116]
- The EIR should contain a plan to protect historic Hyde Street Pier ships from collisions with recreating boaters, the floating video barge, boat exhibitions, and racing boats. [O-ACEC-117]
- The EIR should contain methods for limiting public access to Municipal Pier and discuss who would implement these methods. [O-ACEC-118]

- The EIR should consider the restoration of Municipal Pier as mitigation for the other impacts of this project. [O-ACEC-119]
- The EIR does not support its conclusion that Fort Mason would see no long-term impacts because all installations in Fort Mason would be temporary in nature. [O-ACEC-120]
- The EIR does not mention if these installations would remain in place between 2012 and 2013 race events. It should also discuss how long they would remain after all race events, and who would be responsible for their removal. [O-ACEC-121]
- The EIR should discuss the possibility of damage from the restrooms located within the Great Meadow, and who would be responsible for restoration. [O-ACEC-122]
- If the next America's Cup race is also held in San Francisco, would these installations be left in place until then? [O-ACEC-123]
- The EIR does not support its conclusion that the impact of a gangway on the Marina Seawall would be less than significant. [O-ACEC-124]
- Mitigation Measure M-CP-1c fails to ensure that project impacts on the Marina would be less than significant. The measure also fails to protect other historic resources due to direct damage. [O-ACEC-125]
- The design of the gangway is not complete, so the public is unable to judge either its impact or the adequacy of any mitigation measures at this time. [O-ACEC-126]
- Mitigation Measure M-CP-1c could require post-removal stabilization of historic materials, which would only be necessary to compensate for a permanent impact. The mitigation measure then fails to address impacts this significant. [O-ACEC-127]
- Because Mitigation Measure M-CP-1b allows the project sponsor to hire its own architectural historian to review future plans, the EIR should clarify if the Planning Department would also have the ability to review these plans. [O-ACEC-128]

## Response CP-5

### *Impacts on Aquatic Park*

In response to Comments O-ACEC-112 through O-ACEC-115: project activities at the San Francisco Maritime National Historic Park (including Aquatic Park and Hyde Street Pier) are described in Chapter 3, pages 3-57, 3-59 (Figure 23), and 3-76, of the EIR. In summary, the proposed spectator venue at Aquatic Park would provide general merchandise sales and exhibitions, including boat displays, and a large video screen set on a floating platform for viewing the AC34 races; private events may also occur within the SAFR museum. Please see Chapter 11 regarding minor refinements to the proposed uses at Aquatic Park that are included under the AC34 Project Variant. Access to Hyde Street Pier would be controlled by NPS staff during the AC34 races as it is during events, such as Fleet Week. Likewise, Municipal Pier would be closed on race days during the periods that AC34 races occur. As such, no significant impacts to this fragile historic structure from increased visitation are anticipated.

As indicated in Chapter 3, pages 3-38 and 3-61 of the EIR, all of the proposed temporary installations, except for helical boat anchors, would be removed following the AC34 2012 event, reinstalled prior to the AC34 2013 event, and then all installations would be removed following the AC34 2013 event. As shown in Table 3-11, page 3-80, temporary installations would require approximately 2 to 3 weeks for setup and 1 to 2 weeks for removal. The Event Authority would be responsible for installation and removal of temporary facilities at the venues. Please also see Section 12.4, Response PD-6, for further discussion of the AC34 project venue characteristics, and Response PD-8 regarding the retention of the America's Cup title by the Golden Gate Yacht Club.

Comments O-ACEC-116 through O-ACEC-119 express concerns regarding the impacts of increased boat traffic on historic resources at Hyde Street Pier and Municipal Pier. While the EIR states that the AC34 events are expected to attract spectators in recreational boats, it is assumed that the spectator boats would be on the Bay for the purpose of viewing the AC34 races, which would be located offshore, a substantial distance away from Hyde Street Pier and Municipal Pier. Further, it is expected that prior to and during the race actual races, the AC34 race management staff would restrict access to certain areas to avoid interference with the races and associated activities. Thus, while the AC34 events are expected to attract an increased number of recreational boats to the Bay Area, the number of recreational boats in the vicinity of Hyde Street Pier and Municipal Pier and the nature of their activities would be expected to be similar to what occurs under the existing conditions during Fleet Week or other major boating events on the Bay. Similarly, as described in the EIR Chapter 3, page 3-57, Municipal Pier, located in the San Francisco Maritime National Historical Park under the jurisdiction of the National Park Service, would be closed on race days during the periods that the AC34 races occur; this is similar to the existing conditions in which this pier is closed when there are large events in the vicinity. Therefore, the increase in boating activities associated with AC34 project would not result in substantial changes compared to existing conditions, and there would be no significant long-term impacts on historic resources in the vicinity of Aquatic Park. No additional mitigation measures are warranted.

### ***Impacts on Fort Mason***

In response to Comments A-NPS2-184, O-NPS2-187, and O-ACEC-120 through O-ACEC-123: project activities at Fort Mason are described on pages 3-57, 3-58 (Figure 22), and 3-76 of the EIR. In summary, the proposed venue at Fort Mason may serve as a site for media operations for AC34 2012 (and AC34 2013) and include a temporary international broadcast center and television studios, satellite communications, and hospitality. Up to 10 satellite dishes may be installed on the pier apron of Pier 3 at Fort Mason. A floating barge (measuring 60 feet by 80 feet) may be used at Pier 3 to serve as floating dock for media boats to tie to. (Note that as described in Chapter 11 under the AC34 Project Variant, the Fort Mason venue would not serve as a berthing location for spectator vessels.) Because all event facilities and equipment would be temporary and fully removable/reversible, no significant impacts would occur on the historic buildings, piers, or the Great Meadow. Mitigation Measure M-CP-1b (Protection of Historical Resources due to Indirect Impacts) is recommended to reduce potential impacts on fragile earthen fortifications at Upper Fort Mason, including those immediately adjacent to the Fort Mason Youth Hostel, to

less-than-significant levels. While it is anticipated that the measures created to ensure a less-than-significant impact under CEQA thresholds would also be sufficient to result in a finding of no adverse effect under the NHPA, the Section 106 process currently underway will provide additional analysis and consultation with jurisdictional agencies. Please see Chapter 11 regarding refinements to the proposed uses at Fort Mason that would occur under the AC34 Project Variant.

Comment O-ACEC-122 expresses concern regarding the temporary restrooms proposed at Fort Mason. The restroom facilities would not be located in sensitive areas within Fort Mason and would be removed after the 2012 event, reinstalled for the 2013 event, and permanently removed after the 2013 event. In response to this comment, EIR text on page 5.5-91, second paragraph, is revised to correct the project description to be consistent with the information presented in Chapter 3 (deleted text is shown as ~~striktthrough~~ and new text is underlined):

**Fort Mason.** The proposed AC34 project within Fort Mason may include the internal use of historic Pier 2 for hospitality purposes, and historic Pier 3 for an international broadcasting/media center. The project would also use historic Building FM-322 (former Battery Charging Station) for event-related administrative purposes. A satellite dish platform would be attached to the east end of Pier 3, and a floating barge for media boats would be moored in the basin towards the southwestern end of Pier 3. Large boats would also be moored off of both Piers 2 and 3. The existing parking lot to the south of Piers 2 and 3 would be used for event parking. Temporary restrooms would be located in the dirt lot north of on Fort Mason's Great Meadow. The internal use of the historic Pier sheds and Building FM-322 would have no significant impact to these structures, as no permanent alterations to them would occur. These pier sheds are frequently used for temporary and special events. The satellite dish and media barge to be placed near historic Pier 3, and temporary restrooms ~~to be located within the Great Meadow~~, are potentially incompatible with the historic setting of the National Historic Landmark District and National Register District at Fort Mason. However, because such improvements would be temporary in nature and the platforms would be removed after the event, no significant long-term impacts to Fort Mason are anticipated.

This revision does not affect the analysis or conclusions presented in the Draft EIR.

Regarding the timing of the installation and removal of temporary installations at Fort Mason, please see discussion above under "Impacts on Aquatic Park," as well as Response PD-6 in Section 12.4. See Response PD-8 regarding what would happen if the Golden Gate Yacht Club were to retain the America's Cup title.

### ***Impacts on Marina Green and Vicinity***

In response to Comments O-ACEC-124 to O-ACEC-128, the potential for a significant impact on the NRHP-eligible Marina Seawall is acknowledged in Impact CP-1, page 5.5-92, and appropriate mitigation is proposed. Mitigation Measure M-CP-1c (Protection of Historic Resources due to Direct Damage), page 5.5-98, would ensure that the proposed design for the gangway over the

Marina Seawall would be reviewed by the San Francisco Planning Department for compliance with the Secretary of the Interior's Standards for the Treatment of Historic Properties. Mitigation Measure M-CP-1c requires the Planning Department to review either the specific plan or a protocol of methods formulated by an architectural historian hired by the project sponsor for compliance with the Secretary's Standards. Please see Response CP-9c for further discussion of this mitigation measure.

Even though the design for the gangway and its potential for impacts on the seawall cannot be fully determined at this time, the inclusion of this mitigation measure is adequate to reduce any potential impacts to less-than-significant levels. As stated in the CEQA Guidelines Section 15064.5(b)(3):

Generally, a project that follows the Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings or the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings (1995), Weeks and Grimmer, shall be considered as mitigated to a level of less than a significant impact on the historical resource.

### **12.10.7 Impacts on Crissy Field, Alcatraz, and Other GGNRA Lands [CP-6]**

#### **Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-NPS2-74, -75	A-NPS2-77, -78	A-NPS2-166	A-NPS2-200
A-NPS2-76	A-NPS2-159	A-NPS2-176	A-NPS2-207

- The bluffs above Crissy Field are not part of what is commonly thought of as Crissy Field, and this discussion should be moved to be included as a secondary viewing area. [A-NPS2-74, A-NPS2-75]
- The EIR should explain in more detail potential modification of and impacts on the cellhouse. [A-NPS2-76]
- On page 5.5-94, it should not say Embarcadero Historic District here. Note that any equipment needs to be approved by the NPS before anything can be installed. [A-NPS2-77, A-NPS2-78]
- Cultural resources on NPS lands must be protected from proposed AC34 activities and related increased visitor use with removable fencing, additional staff, or other means. [A-NPS2-159]
- Alcatraz is a National Historic Landmark and is highly sensitive to change, and any modifications must be reversible. [A-NPS2-166]

- Fort Point and Crissy Field are part of a sensitive National Historic Landmark, so all modifications must be reversible. The impact analysis should consider erosion, landslide, and buried cultural resources. [A-NPS2-176]
- Existing fencing at Fort Baker is insufficient to constrain additional visitors from affecting earthworks, the vegetated slopes that cover the fortifications in the battery areas. [A-NPS2-200]
- Cultural resources at the Marin Headlands should be protected to avoid degradation of the quality of the structures. [A-NPS2-207]

## Response CP-6

### *GGNRA Lands, General*

In response to Comment A-NPS2-159: the potential impacts on cultural resources within NPS jurisdiction are described in Section 5.5.3.3 of the EIR, pages 5.5-76 through 5.5-105.

Corresponding mitigation measures are included to ensure that no significant impacts would occur on those resources under the definitions provided in CEQA. While this typically corresponds to a finding of “No Adverse Effect” under Section 106 of the NHPA, additional analysis and consultation will be conducted to ensure that the recommended mitigation measures will result in this finding. Mitigation Measure M-CP-1b (Protection of Historical Resources due to Indirect Damage) describes some of the measures to be employed at primary event venues and secondary viewing areas to protect fragile cultural resources from impacts due to climbing, erosion, and other effects of increased visitor use. These may include, but are not limited to, removable fencing and signage, area closures, pre- and post-event assessment and repair of resources, educational and awareness programs, and crowd control. Specific details of these measures to be enacted at each appropriate location would be included in the Parks Event Operations Plan. Pre-event conditions assessments have already begun for the project in support of the Section 106 process the commenter describes.

### *Crissy Field and Presidio*

In response to Comments A-NPS2-74 and A-NPS2-75: the commenter is correct that the bluffs above Crissy Field are addressed in the primary event location subheading. However, they are mentioned again and analyzed in Impact CP-1 under the secondary viewing area subheading on page 5.5-95, which states, “Secondary viewing areas within GGNRA lands in Marin and San Francisco Counties (Marin Headlands, Fort Baker, Baker Beach, Presidio, and Fort Point), as well as publically accessible areas of Yerba Buena/Treasure Island and State Parks land of Angel Island, would be subject to impacts from increased off-trail visitor use. For example, historic earthen fortifications within the Presidio’s east and west bluffs could be damaged due to increased erosion from visitors attempting to view the event races from these higher Bay shoreline elevations. Such activities could have a potentially significant impact on historic resources.” As such, effects to historic resources contained within the bluffs above Crissy Field are addressed in the EIR.



In response to Comment A-NPS2-176: the proposed use of Crissy Field, Battery East, and other nearby portions of the Presidio National Historic Landmark (NHL) District as a primary event venue is evaluated under Impact CP-1, on pages 5.5-93 to 5.5-94 of the EIR. All proposed venue modifications and equipment (e.g., tents, seating/bleachers, concession/merchandising tents, boat exhibitions, an event stage, restrooms, and a first aid area) would be temporary and fully removable/reversible. Potential impacts related to the use of Fort Point as a secondary viewing area are discussed on page 5.5-95. There would not be any programmed venues at this location. Under CEQA thresholds, impacts on Battery East and other earthen fortifications within the Presidio National Historic Landmark District were determined to be less than significant with the implementation of Mitigation Measure M-CP-1b (Protection of Historical Resources due to Indirect Damage). See Response CP-9b, below, for further discussion and description of this mitigation measure. While it is anticipated that the measures created to ensure a less-than-significant impact under CEQA thresholds would also be sufficient to result in a finding of no adverse effect under the NHPA, the Section 106 process currently underway will provide additional analysis and consultation with jurisdictional agencies.

### *Alcatraz*

In response to Comments A-NPS2-76 and A-NPS2-166: no modifications to the cellhouse at Alcatraz Island are proposed under the AC34 project. The effects of the proposed use of the cellhouse for the AC34 events are described under Impact CP-1, on page 5.5-94, which states that “Proposed event venues at Alcatraz Island include the internal use of the main cellhouse building for corporate hospitality and special events.....The temporary internal use of the cellhouse for events would have no significant impact to this historic structure, as no permanent alterations to it would occur.” Thus, the proposed use of Alcatraz Island as a venue for corporate hospitality and special events has been evaluated as having a less-than-significant impact under CEQA thresholds; additional analysis and consultation under Section 106 will be conducted to ensure a finding of no adverse effect to this National Historic Landmark or its contributing features. Please see Response CP-2 for the correlation between CEQA findings and impact assessments under Section 106 of the NHPA.

In response to Comments A-NPS2-77 and A-NPS2-78, the EIR text on page 5.5-94, third paragraph, is revised as follows (deleted text is shown as ~~striketrough~~ and new text is underlined):

Following the AC34 event, all weather equipment would be removed. This piece of modern electronic equipment would not be considered compatible with the historic nature of Alcatraz Island and would need to be approved by the NPS before any such equipment can be installed ~~Embarcadero Historic District~~.

This revision does not change the analysis or conclusions presented in the EIR.

### *Fort Baker and Marin Headlands*

In response to Comments A-NPS2-200 and A-NPS2-207: under CEQA thresholds, impacts on Battery Yates, Battery Cavallo, and other earthen fortifications within the Forts Baker, Barry, and

Cronkhite Historic District would be less than significant with the implementation of Mitigation Measure M-CP-1b (Protection of Historical Resources due to Indirect Damage). See Response CP-9b, below, for further discussion and description of this mitigation measure. While it is anticipated that the measures created to ensure a less-than-significant impact under CEQA thresholds would also be sufficient to result in a finding of no adverse effect under the NHPA, the Section 106 process currently underway will provide additional analysis and consultation with jurisdictional agencies.

## 12.10.8 Cruise Ship Terminal Design [CP-7]

### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-SFHPC-04	A-SFHPC-10	O-ACEC-140	O-SFAH-02
A-SFHPC-05	O-ACEC-137	O-ACEC-141	
A-SFHPC-08	O-ACEC-138	O-ACEC-147	
A-SFHPC-09	O-ACEC-139	O-ACEC-148	

- The proposed cruise terminal building does not meet the Secretary of the Interior's Standards, particularly Standard No. 9 for compatibility with the District. [A-SFHPC-04]
- The amount of proposed bus parking at the cruise ship terminal is inappropriate. [A-SFHPC-05]
- The design of the cruise terminal is not compatible with the Historic District, and it should be treated as an adverse impact that must be mitigated. [A-SFHPC-08]
- Proposed solar panels should be integrated into the design of the roof so they are not noticeable from a distance. [A-SFHPC-09]
- Some HPC members believe the new design needs to be light and cheerful, rich in details but plain and simple in overall shape and form. [A-SFHPC-10]
- The proposed design of the cruise terminal does not comply with Secretary's Standard No. 9 because it contains many features not compatible with the massing, size, scale, and architectural features of the Historic District. [O-ACEC-137]
- The use of glass walls in the new cruise terminal is not consistent with historic architectural characteristics such as concrete, metal siding, and steel sash windows. [O-ACEC-138]
- Discontinuous massing of the cruise terminal is not consistent with the repetitive, linear massing of historic pier sheds. [O-ACEC-139]
- Proposed narrow columns in the cruise terminal are not found elsewhere in the Historic District. The terminal's outshore end, an uncovered service area, is not consistent with the historic pier sheds. [O-ACEC-140]
- Strengthening the base of the terminal would make it more compatible with the Historic District as well as prevent bird deaths. [O-ACEC-141]

- The EIR should contain detailed specifications for the cruise terminal roof design and solar panels. [O-ACEC-147]
- In light of reflective material that has recently been applied to the roofs of Piers 17 and 19, the EIR should create enforcement mechanisms that will uphold the Secretary's Standards throughout the Historic District. [O-ACEC-148]
- The size and location of the proposed cruise terminal is inconsistent with character-defining features of the Embarcadero Historic District. The setback required by the Northeast Wharf Plaza creates a gap among the bulkhead buildings in the District, and the cruise terminal design does not match the size and scale of other Embarcadero properties. The EIR should include an alternative that incorporates a bulkhead along The Embarcadero. [O-SFAH-02]

## Response CP-7

Numerous comments (A-SFHPC-04, A-SFHPC-05, A-SFHPC-08, A-SFHPC-09, A-SFHPC-10, O-ACEC-137 to 141, and O-SFAH-02) remarked on cruise ship terminal design, its ability to meet the Secretary's Standards, and its compatibility with the Embarcadero Historic District. As described in the EIR, Chapter 5, Section 5.5, pages 5.5-106 to 5.5-108, the proposed project would result in the demolition of the non-contributing Pier 27 shed and construction of a new Pier 27 cruise terminal within a portion of the footprint of the existing pier building. This proposed demolition and new construction within the Embarcadero Historic District were analyzed for consistency with the Secretary's Standards by Architectural Resources Group (ARG), historic preservation consultants, on behalf of the Port. ARG is comprised of qualified historic preservation professionals that meet the Secretary of the Interior's Professional Qualification Standards in multiple areas including history and historic architecture. ARG's analysis of the proposed Pier 27 cruise terminal for compatibility with the Historic District and consistency with the Secretary's Standards is documented in a June 6, 2011 memorandum to Port staff, which is included in Appendix CP-2 of the Draft EIR. The EIR determination that the proposed cruise terminal would result in less-than-significant impacts relies on ARG's detailed historic resource analysis, which was summarized in the EIR (pages 5.5-106 to 5.5-108) as follows:

- The proposed removal of the existing Pier 27 building and construction of the International Cruise Terminal retains the character of the waterfront Historic District and the maritime use of the property.
- Pier 27 is a non-contributing feature of the Embarcadero Historic District, as it was built outside the District's period of significance. Nor does Pier 27 appear to be eligible for listing on the National Register of Historic Places as an individual resource. The pier is less than 50 years old and does not possess sufficient architectural or historical significance to be a contributor to the Historic District or an individually eligible resource. As a result, Pier 27's proposed demolition would not conflict with the Secretary's Standards.
- The proposed construction of the Pier 27 Cruise Terminal does not entail removal or alteration of any historic materials, features or spaces.
- The proposed design of the Pier 27 Cruise Terminal does not include any elements that would create a false sense of historical development and the proposed design incorporates

several elements that clearly reference aspects of San Francisco's historic pier buildings without mimicking those buildings.

- Removal of Pier 27 would constitute a significant improvement to the character of the Embarcadero Historic District because the existing terminal design is incompatible with the character and setting of the Historic District, and obscures the outboard end of Pier 29 and views of the shed and to the bay.
- The proposed design of the International Cruise Terminal incorporates a number of elements that, together, ensure that the building will be both compatible with and differentiated from the surrounding Historic District drawing on the architectural vocabulary of the Historic District's contributing piers.
- The footprint, height, and horizontally-oriented massing of the proposed terminal are similar to those of the historic pier structures.
- The tallest portions of the proposed terminal are limited to a central spine, in keeping with the arrangement of monitor windows along the historic pier sheds.
- Projecting metal canopies are a common feature in the Historic District. The proposed terminal is capped with an overhanging canopy roof that, in profile and scale, evokes these historic canopies.
- The design of the cargo area along the east side of the building references the scale and rhythm of solid to void created by the historic placement of the roll-up doors and pedestrian entrances along the historic pier sheds.
- The design of the proposed terminal visually separates the solid first floor cargo area from the glazing-dominated passenger area above.
- This approach references the distinction in the design of the historic pier sheds between the main body of the shed, which entailed using mostly solid walls to securely store goods, and the roof monitors above, which provided illumination.
- The horizontal metal panels or concrete siding proposed for the first floor cargo and baggage handling areas is similar in location and scale to the horizontal cladding, including wood siding and board formed concrete, found on the historic pier sheds.
- At the same time, the proposed terminal does not mimic the historic pier sheds and will be clearly identifiable as a modern intervention:
  - The extensive use of metal/concrete panel cladding and glass walls will clearly identify the building as a contemporary structure.
  - The discontinuous massing of the building will differentiate it from the repetitive, strictly linear massing of the historic pier sheds.
  - The building's canopy roof, which will be broken into two separate portions of slightly varied slope, references both the flat roof and shallow-pitched gable roofs of historic pier sheds within the Historic District without duplicating either.
  - While the proposed canopy roof references the projecting metal canopies of the historic pier sheds, the proposed use of narrow columns to support the canopy on the terminal's west side will distinguish the new canopy from the historic canopies.

- The proposed terminal’s outboard end, which will consist of an uncovered service area enclosed by an open aluminum fence up to ten feet in height, will be easily distinguishable from the historic sheds, most of which terminate in a low-pitched gabled end wall. This visual distinction would remain if this portion of the terminal is built out in the future as an extension of the cargo-oriented first floor.
- Though not required in order to be in conformance with the Secretary’s Standards, the base of the terminal may be visually strengthened through incorporation of fritted glass or metal screens at the first story of the lobby portion of the building. Based on initial renderings, the proposed fritted glass design consisting of horizontal striations appears to best accomplish that objective.
- The proposed International Cruise Terminal is not physically connected to any contributing buildings or character-defining features of the Port of San Francisco Embarcadero Historic District. As a result, removal of the building in the future will not alter any historic resource or adversely affect the integrity of the historic waterfront.

These findings provide a comprehensive analysis of the proposed cruise terminal and are the basis for the EIR determination of less-than-significant impact. In particular, this analysis examines the function of the cruise terminal, location on the non-contributing Pier 27 deck, and architectural design. Further, ARG’s analysis evaluates the architectural design for both compatibility and differentiation, as noted in their report under Rehabilitation Standard No. 9. The bulleted information above comes directly from their Standard No. 9 evaluation.

There are examples of design features and the use of building materials throughout the historic district that support ARG’s findings. For instance the rectangular plan and proportions of the historic pier sheds are referenced in the proposed terminal’s consistent use of scale and massing, as well as references to the historic rhythm of solid to void created by placement of roll-up cargo doors and pedestrian entrances typical of the length of historic pier sheds. Likewise, metal canopies are found in the Historic District at Piers 15, 17, 27 and 31. The utilitarian design of historic pier sheds makes use of metal, concrete and glass building materials that are characteristic throughout the historic district. The use of these building materials in the architectural design of the proposed cruise terminal would create compatibility between the historic pier sheds and the contemporary design of the cruise terminal while being clearly differentiate from their historic use.

With regard to Comments A-SFHPC-09, O-ACEC-147, and O-SFHPC-148 about the design of the proposed solar panels on the roof of the terminal, the EIR determined that future long-term development within the Historic District is subject to Improvement Measure I-LT-AE Rooftop Design, described on Draft EIR page 5.3-62, which states: “Rooftop energy conservation installations on pier sheds, including flat mounted solar installations shall incorporate darker coloring such as grey, while balancing the need to meet sustainability and energy efficiency standards, and consistency with the Secretary of the Interior’s Standards for the Treatment of Historic Properties.”

In response to comments received on the design of the roof of the cruise terminal: the project sponsor has determined that the above improvement measure would also apply to the

construction of the new Pier 27 cruise terminal. A new paragraph is inserted in the EIR text in Chapter 5, Section 5.3, Aesthetics, Impact AE-6, on page 5.3-58, after the first paragraph, as follows (new text is underlined):

In the future, rooftop materials and treatments may be required to respond to increased energy efficiency building requirements such as installation of solar and photovoltaic panels and lighter colored roofing materials. Implementation of Improvement Measure I-AE-6, Cruise Terminal Rooftop Design, would minimize the contrast between the cruise terminal and the adjacent Bay.

The following new text is added to the end of page 5.3-59, after “Mitigation: Not Required”:

**Improvement Measure I-AE-6: Cruise Ship Terminal Rooftop Design**

Rooftop energy conservation installations on the cruise ship terminal, including flat-mounted solar installations, shall incorporate darker colorings such as grey, while balancing the need to meet sustainability and energy efficiency standards, and consistency with the Secretary of the Interior’s Standards for the Treatment of Historic Properties.

The application of this improvement measure to the new Pier 27 cruise terminal does not change the analysis or conclusions presented in the EIR.

Please see Section 12.6, Impact Overview, Response IO-4, for a discussion of enforcement of mitigation measures.

In response to Comment O-ACEC-141: Chapter 5, Section 5.14, page 5.14-41, indicates that the use of glass on the cruise terminal has the potential to create a collision hazard for birds. As result the EIR identified Mitigation Measure M-BI-6b (Bird Building Collision Avoidance), which would reduce this impact to a less-than-significant level by appropriate restriction on window treatment.

## 12.10.9 Northeast Wharf Plaza Design [CP-8]

### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-SFHPC-06	O-ACEC-153	O-ACEC-159	O-SFAH-03
O-ACEC-142	O-ACEC-154	O-ACEC-160	O-WW-13
O-ACEC-143	O-ACEC-155	O-ACEC-161	I-Platt-03
O-ACEC-144	O-ACEC-156	O-ACEC-162	
O-ACEC-149	O-ACEC-157	O-ACEC-163	
O-ACEC-150	O-ACEC-158	O-SFAH-02	

- Removal of a bulkhead building at Pier 27 and creation of a new plaza would change the rhythm along The Embarcadero and would be an adverse impact on the Historic District. [A-SFHPC-06]

- Creating 10 new acres of open space on Piers 27-29 is not compatible with the character of the Historic District. The EIR should mitigate this by restoring Pier 29 to its original length. [O-ACEC-142]
- The construction of a 3-acre parking area is incompatible with BCDC policies. [O-ACEC-143]
- The Draft EIR does not consider cumulative visual or aesthetic impacts of the combined wharf plaza, parking area, and open area at the end of the piers. Figures 3-38, 5.3-16, 5.3-18, 5.3-19, and 5.3-20 are misleading because they show no cars or taxis in this area. [O-ACEC-144]
- Because the Northeast Wharf Plaza design does not yet exist, its impacts on the Embarcadero Historic District cannot be adequately analyzed in this EIR. [O-ACEC-149]
- Because no designs exist for the wharf plaza, potential new buildings, or landscaping plans, potentially significant impacts on the Embarcadero Historic District cannot be adequately analyzed in this EIR. [O-ACEC-150]
- Because no designs exist for four new buildings suggested by the “performance criteria mitigation,” their impacts on the Historic District or local views cannot be adequately analyzed in this EIR. [O-ACEC-153]
- The EIR should analyze the feasibility of locating a restaurant in Pier 29 or the Belt Line office building instead of constructing a new building. [O-ACEC-154]
- The EIR should discuss what long-term uses for the Belt Line office building are being considered. [O-ACEC-155]
- The EIR should discuss how constructing up to four new buildings is necessary for meeting project objectives in light of the fact that the Pier 27 shed and a portion of the Pier 29 shed would be removed. [O-ACEC-156]
- The EIR should discuss how construction of up to four new buildings complies with BCDC policies. [O-ACEC-157]
- Because the Northeast Wharf Plaza design does not yet exist, the impacts of its landscaping, grass, and trees on the Historic District cannot be adequately analyzed in this EIR. [O-ACEC-158]
- The EIR should consider how the wharf plaza would relate to the 3-acre parking area and the open space at the end of Piers 27 and 29. [O-ACEC-159]
- The EIR should consider the impact of an open gap in the line of bulkhead buildings on the historic character of the District. [O-ACEC-160]
- The EIR fails to consider alternative locations for a large public plaza such as a seawall lot or the open space at the end of Piers 27 and 29. [O-ACEC-161]
- The EIR does not discuss how the proposed security fence could affect the character of the Embarcadero Historic District, and provides no accurate depictions of this fence. [O-ACEC-162]
- The EIR should discuss how the timing of the construction of the Northeast Wharf Plaza would relate to the construction of the wharf plaza and parking area. The EIR should

discuss the use of this space before construction begins if construction depends on a future bond issue. [O-ACEC-163]

- The Northeast Wharf Plaza, surface parking, and traffic/truck circulation lanes would combine to create a gap in the continuous border of bulkhead buildings along the waterfront side of the Embarcadero. [O-SFAH-02]
- The EIR should evaluate an alternative that incorporates a bulkhead along The Embarcadero and relocates public open space to the end of Piers 27-29 in lieu of the proposed Northeast Wharf Plaza. [O-SFAH-03]
- The EIR defers development of Mitigation Measure M-CP-6 until after project approval in violation of *Gentry*, so this measure cannot be adequately assessed by the public at this time. [O-WW-13]
- The EIR should provide additional information on the four proposed buildings in the wharf plaza, their impacts on the Embarcadero Historic District, and their compatibility with BCDC's objectives. [I-Platt-03]

## Response CP-8

The Northeast Wharf Plaza is a major public open space objective that has been adopted in existing Port of San Francisco (Port) and San Francisco Bay Conservation and Development Commission (BCDC) plan policies. Development of the plaza is being proposed as an integral feature with the James R. Herman Cruise Terminal at Piers 27-29. The Port design team conducted a master site assessment to coordinate the maritime, operational, and recreational functions of these uses to inform their design. Chapter 3, Section 3.5.3, page 3-109, of the Draft EIR presents the initial concept design for the Northeast Wharf Plaza, and as described in the EIR, this initial design would undergo further public review and comment, including review and comment by the Port and BCDC. Chapter 5 of the Draft EIR includes the assessment of the environmental effects of the initial design of the Northeast Wharf Plaza and identifies mitigation measures to avoid significant adverse effects. That information from the EIR would provide parameters to inform and direct further review and refinements of the Northeast Wharf Plaza design.

Several comments (Comments A-SFHPC-06, O-ACEC-142, O-ACEC-149, O-ACEC-160, O-SFAH-02, and I-Platt-03) indicate that the loss of the building edge along The Embarcadero through the removal of the Pier 27 shed would create a large break in the character of pier bulkhead structures fronting on The Embarcadero, which could have an adverse impact on the Embarcadero Historic District. The Draft EIR describes the Embarcadero Historic District on pages 5.5-39 to 5.5-59, including its character-defining features and contributor and non-contributor resources within the District. The Pier 27 shed, constructed in 1965, is a non-contributor, as is the Pier 27 Office Building built around 1962. The Belt Line office building (also referred to as the Pier 29 Annex building) is a contributor. While the Pier 27 shed currently establishes a building wall along The Embarcadero, the architectural character and angled axis created by the triangular reconfiguration of Piers 27-29 in 1965 is not characteristic of the waterfront during its period of significance. The Embarcadero Historic District possesses a number of uncharacteristic and/or open spaces along The Embarcadero. Prior to construction of Pier 27, the Piers 23 to 29 portion of the



waterfront was occupied by Piers 25 and 27 with water basins in between. According to the Embarcadero Historic District nomination, with the exception of the Belt Line office building between Piers 27 and 29 and a four-year period when a bulkhead building connected Piers 23 and 25, this area of the waterfront provided views to the bay between piers. Today, and in 2006 when the Historic District was nominated and listed in the National Register, the promenade is punctuated by significant open areas in the following pier locations:

- Piers 35 to 45
- Piers 5 to 9
- Agriculture Building / Pier 14 to Pier 22½
- Piers 28 to 38

As described in Chapter 4, Plans and Policies, pages 4-13 to 4-22 of the EIR, the Northeast Wharf Plaza is designated in BCDC's San Francisco Waterfront Special Area Plan (SAP) and the Port's Waterfront Land Use Plan as one of two major public access and open spaces to be created within San Francisco's northeastern waterfront, between Pier 35 and China Basin; the other is Brannan Street Wharf. These public plazas were part of a package of public benefits approved by the BCDC and Port Commissions in 2000 as amendments to their respective plans, which also included requirements to prepare and submit a nomination of the Embarcadero Historic District for listing on the National Register of Historic Places. The BCDC SAP details the public planning process and waterfront planning issues that were addressed, which led to the approved plan amendments. That process sought to balance the public interests associated with reducing bay fill and creating Open Water Basins with expansive, protected views of the Bay; to create major public open space and public access in concert with Open Water Basins, expanding the range of allowable land uses; and to preserve the Port's historic finger piers and waterfront historic structures. As described in the BCDC SAP findings, the resulting amendments required BCDC to set aside some of its policies and regulations regarding uses on bay fill that otherwise inhibited or precluded rehabilitation of the Port's historic piers and resources. The planning process included completion of a survey of waterfront historic resources north of China Basin Channel. This informed the public about which structures were eligible historic resources, as well as locations where fill could be removed and public open spaces could be created while minimizing impacts on those historic structures. The Pier 27 shed was one of the few non-eligible structures identified in the survey. Its location and angled axis created the opportunity to create the Northeast Wharf Plaza and Open Water Basin, requiring the partial demolition of Pier 27, and the east end of Pier 23 to the south. The planning process thus actively considered and balanced the public open space and historic preservation opportunities in this location prior to approval of the Port and BCDC's plan amendments in 2000. As a result of this public process that considered historic preservation issues, and in combination with implementation of Mitigation Measure M-CP-6 (Northeast Wharf Plaza Performance Criteria), significant impacts on this portion of the District can be mitigated to less-than-significant levels. See Chapter 11 for the proposed revisions to Mitigation Measure M-CP-6 under the Cruise Terminal Project Variant.

The BCDC SAP also specifies plaza size, dimensions, and design parameters, and a time schedule for completion of the improvements. The SAP calls for the Northeast Wharf Plaza to be

approximately two acres in size, located between Piers 23 and 29 along The Embarcadero, requiring the removal of approximately 55,000 square feet of the Pier 27 shed as well as the creation of a plaza open space around the Belt Line office building. As part of the proposed project, the Port hired Architectural Resources Group to provide historic architectural review and design direction for the cruise terminal and plaza, from the standpoint of achieving consistency with the Secretary Standards. This resulted in the *Design Guidelines for Northeast Wharf Plaza, Pier 27 Project Consistency with Secretary's Standards Memorandum* (ARG, June 6, 2011) which was included in Appendix CP-3 of the Draft EIR. In that document, ARG identified several areas where additional work was needed to achieve consistency with the Secretary's Standards, as follows:

- Additional work is needed to establish the relationship of proposed new construction and landscaping to the setting of the Belt Line office building as a freestanding structure.
- Additional work is needed to address alterations to the Belt Line office building and the need to reduce the project's impact to a less-than-significant level.
- The design guidelines should discourage "copying" the look and feel of Pier 29 or the Belt Line office building or otherwise engendering a false sense of historical development.
- The guidelines need to address the treatment of deteriorated historic features, and require new development to be differentiated and create greater compatibility and visual continuity through the use of gable roof forms and/or parapets that are compatible with the roof forms of the Belt Line office building and the historic bulkhead buildings.

These design parameters guided the plaza concept design as presented and evaluated in the Draft EIR. With the objective of producing an integrated design for the Northeast Wharf Plaza and cruise terminal, the Port design team has proposed a plaza that is larger than the dimensions described in the BCDC SAP. Certain aspects of the proposed plaza design were identified in the Draft EIR as having the potential to create a significant adverse impact on the Historic District. Mitigation Measure M-CP-6 (Northeast Wharf Plaza Performance Criteria), on pages 5.5-110 to 5.5-111, was developed to reduce potential impacts of the Northeast Wharf Plaza on the historic setting and character of the Embarcadero Historic District to less-than-significant levels by ensuring that the final design is determined to be consistent with the Secretary's Standards, thereby reducing impacts of the proposed Northeast Wharf Plaza to less than significant. The mitigation measure focuses particular attention on the treatment and placement of the Belt Line office building in the plaza and the addition of any new ancillary structures. It also includes a requirement for final review by Port and Planning Department preservation staff of the final plaza improvements to confirm consistency with Secretary's Standards prior to issuance of permits to construct the improvements. Contrary to the assertion in Comment O-WW-13, the performance criteria for the final design of the Northeast Wharf Plaza described in Mitigation Measure M-CP-6, while not necessarily a quantitative metric, are a standard practice in CEQA documentation, consistent with CEQA Guidelines Section 15064.5(b)(3), and are not considered deferral of mitigation.

Several comments (Comments O-ACEC-150, O-ACEC-153, O-ACEC-154, O-ACEC-156, O-ACEC-157, and I-Platt-03) address potential impacts on the character of the Embarcadero Historic District from new structures that were proposed in the initial concept plaza design. As

described in Chapter 11, since publication of the Draft EIR, the Northeast Wharf Plaza has undergone further design review by BCDC, the Port, and their respective design advisory committees; the BCDC Design Review Board and San Francisco Waterfront Design Advisory Committee; and public review and comment in a Northeast Wharf Plaza public workshop held on September 14, 2011. As described in Chapter 11 of this document, changes to the Northeast Wharf Plaza have been made to the initial concept plaza design since publication of the Draft EIR and are incorporated in the Cruise Terminal Project Variant. Under the Cruise Terminal Project Variant, the plaza design would eliminate the ancillary commercial structures that were described in the Draft EIR (one at the southern edge of the plaza where Pier 27 meets The Embarcadero, and three behind the Belt Line office building). Under the Cruise Terminal Project Variant, the project would provide for the possible construction of an approximately 800-square-foot restroom building not to exceed 14 feet in height within a landscaped area at the eastern end of the plaza space near the ground transportation area. In addition, under the Cruise Terminal Project Variant, the Port design team has identified security fencing for the cruise terminal that would extend between the Northeast Wharf Plaza and Pier 27 apron and would be retractable, to allow views and open access to the pier edge when cruise ships are not in port. Accordingly, under the Cruise Terminal Project Variant, the performance criteria in Mitigation Measure M-CP-6 are revised to reflect the changes proposed in new construction within the plaza. See Chapter 11 for a description of Mitigation Measure M-CP-6 as revised for the Cruise Terminal Project Variant.

In response to Comment O-ACEC-155: the specific uses intended for the Belt Line office building are addressed in Section 12.4 under Response PD-9.

Comment O-SFAH-03 requests that the EIR evaluate an alternative to the Northeast Wharf Plaza that incorporates a bulkhead along The Embarcadero and relocates public open space to the end of Piers 27-29. As described above, the Northeast Wharf Plaza is designated in BCDC's SAP as one of two major public access and open spaces to be created within San Francisco's northeastern waterfront. This public plaza was part of a package of public benefits approved by the BCDC and Port Commissions in 2000. The SAP designates the Northeast Wharf Plaza to be located along The Embarcadero and indicates that this could be accomplished by removing 55,000 square feet of the Pier 27 shed and the Pier 27 Annex building; see SAP Map 2 in Appendix LU-1 of the EIR. The suggested alternative would not be consistent with the SAP.

Comment O-ACEC-163 requests information on the schedule and funding for construction of the plaza. As described in EIR Chapter 3, pages 3-109 to 3-110, the Northeast Wharf Plaza is proposed to be developed along with Phase 2 of the cruise terminal, following the conclusion of AC34 race events in 2013. The Port intends to seek public funding for the construction of the Northeast Wharf Plaza through a General Obligation Bond for public parks planned for voter consideration and approval in November 2012. The Port will also research and apply for funding from other sources as opportunities are available.

Comments O-ACEC-143, O-ACEC-144, O-ACEC-159, and O-SFAH-02 call to question the impacts of the proposed Ground Transportation Area (GTA) located between the cruise terminal and Pier 29 and its cumulative visual and aesthetic impact on the character of the Embarcadero Historic

District. The aesthetic impacts of the GTA are addressed in Section 5.3, pages 5.3-57 to 5.3-58, of the Draft EIR and were determined to be less than significant. The GTA would provide an off-street area to support ship and passenger staging and loading, a function similar to the existing parking and loading area developed to serve cargo shipping operations when Piers 27-29 was altered in 1965, and would improve conditions over current practices along The Embarcadero adjacent to the existing Pier 35 cruise terminal.

Comments O-ACEC-142, O-ACEC-144, and O-ACEC-159 express concern over the new open space proposed to be created at the end of Piers 27-29 and its compatibility with the Embarcadero Historic District. As described above in Response CP-3 regarding the open space proposed at the east end of Piers 27-29, it should be noted that the Embarcadero Historic District nomination identified Pier 27 and the entire Pier 27 deck, including the open outshore end, as a non-contributing resource to the District. Relying on this analysis, the EIR concluded that the proposed alterations would be consistent with the Secretary's Standards and would result in a less-than-significant impact. As was described in the Draft EIR project description, Chapter 3, pages 3-70 and 3-100, the open deck area resulting from these alterations would be used by the America's Cup during the 2013 events, and in the long term, a portion of the open deck would be used for provisioning the cruise terminal, while the remainder would serve as open space and public access. On non-cruise days, the entire deck at the end of Pier 27 would be available for open space and public access. Furthermore, open spaces are found throughout and adjacent to the District that support maritime use or public access, including at the ends of historic piers, and between the piers along the San Francisco waterfront in general. Some examples of open space within and adjacent to the District include Pier 7, Pier 14, Pier 43 Promenade, Rincon Park, and Piers 1, 15, 27-29, 34, and 30-32. As such, new open spaces at Piers 27-29 would not be incompatible with the Embarcadero Historic District such that it would no longer be considered a historic resource. See Chapter 11 for refinements to the layout of the provisioning area under the Cruise Terminal Project Variant.

Comments O-ACEC-158 and O-ACEC-161 express concern over the landscaping, grass, and trees on the Northeast Wharf Plaza and the impact on the character of the historic setting within the Embarcadero Historic District. As described in EIR Section 5.5, page 5.5-111, Mitigation Measure M-CP-6, (Northeast Wharf Plaza Performance Criteria), part c), Plantings at Northeast Wharf Plaza, states that to recognize the Belt Line office building's historic placement as a freestanding structure within a working maritime environment and the industrial character of the Embarcadero Historic District, significant plantings should be set back at least 20 feet from the Belt Line office building. Lawn areas in the plaza should be in raised planters that appear as an additive feature over the pier deck. Other plantings in the plaza should serve to delineate space and should be limited to trees or plants in clearly defined planters or within the pier deck in a manner that continues to allow the site to be expressed as a pier deck. With these measures in place, the effects of landscaping on the historic setting of the Embarcadero Historic District would be less than significant.

O-ACEC-162 expresses concern about the security fencing and its compatibility with the Embarcadero Historic District. As described above, the Port design team has identified security fencing and for the cruise terminal that would extend between the Northeast Wharf Plaza and

Pier 27 apron and would be retractable, to allow views and open access to the pier edge when cruise ships are not in port. For the large majority of the year when cruise ships are not in port, the proposed security fence would be open and retracted, allowing for views of the water beyond and consistent with the character of the Historic District. The proposed security fencing for the cruise terminal would be consistent with the industrial character of the Historic District in that it would be of a simple utilitarian design, without decoration, and easily differentiated from nearby historic buildings, providing required security for a maritime use while minimizing the alteration of the project site and historic setting. The proposed fencing would provide significant transparency when closed because of the use of a post and rail design and is expected to be in a folded open position for most of the year when there are no cruise ship calls. Although the security fencing proposed for the cruise terminal would be greater in height, examples of similar utilitarian security fencing can be found in the District at Piers 9, 17, and 27-29, where it does not conflict with the experience of the contributing resources, which are large in scale. For these reasons, no significant impact on the Historic District is anticipated from the security fence.

For a discussion of the visual and aesthetic impacts of the cruise terminal and ground transportation area on surrounding properties please see EIR Section 5.3.3 and Section 12.8 of the Comments and Responses document.

The potential for the proposed Northeast Wharf Plaza to create a cumulative impact on Pier 23, Pier 29, the Belt Line office building, and the Historic District is addressed in page 5.5-129. No significant cumulative impacts were identified. Please also see Response CP-11, below, regarding comments related to the cumulative analysis.

### **12.10.10 Mitigation Measures [CP-9]**

This topic is further subdivided into the following sub-topics:

- CP-9a, Mitigation Measure M-CP-1a, Bulkhead Wharf Substructure Review Procedure
- CP-9b, Mitigation Measure M-CP-1b, Protection of Historical Resources due to Indirect Damage
- CP-9c, Mitigation Measure M-CP-1c, Protection of Historic Resources due to Direct Damage
- CP-9d, Mitigation Measure M-CP-1d, Protection of the Northeast Waterfront Historic District from Teatro Zinzanni Relocation
- CP-9e, Mitigation Measure M-CP-2, Inadvertent Discovery of Archaeological Resources
- CP-9f, Mitigation Measure M-CP-6, Northeast Wharf Plaza Performance Criteria

### **CP-9a, Mitigation Measure M-CP-1a, Bulkhead Wharf Substructure Review Procedure — Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-SFHPC-16

O-ACEC-78 to O-ACEC-83

O-WW-05 to O-WW-08

- The HPC believes Mitigation Measure M-CP-1a should be revised to guarantee more up-front protections, such as clear review procedures. [A-SFHPC-16]

- Mitigation Measure M-CP-1a concedes the project is incomplete and allows the developer to opt out of the Port's guidelines. The EIR must explain why this mitigation is necessary. [O-ACEC-78 to O-ACEC-83]
- The project description as cited Mitigation Measure M-CP-1a is incomplete, so the public is unable to adequately assess potential impacts of the project or its mitigations. The EIR also presents no evidence that applying this mitigation measure, either by using "the Historic Preservation Review Guidelines" or "the above performance measures," would render the project consistent with the Secretary's Standards, or cause impacts to be less than significant. [O-WW-05 to O-WW-08]

## Response CP-9a

As described in Response CP-4 above, Impact CP-1, EIR pages 5.5-77 to 5.5-80, describes potential impacts of the AC34 project to bulkhead wharf sections 3, 4 and 10, all of which are contributors to the Embarcadero Historic District. The EIR describes how ordinary maintenance, repair, and alteration to these wharves are subject to the Port's *Historic Preservation Review Guidelines for Pier and Bulkhead Wharf Substructures*, which require internal Port review for compliance with the Secretary's Standards. A project that complies with the Secretary's Standards is considered to be mitigated to a less-than-significant level under CEQA. The EIR appropriately states that alterations to these wharf sections as a result of the proposed project would have a less-than-significant impact on historical resources because such actions would be reviewed for consistency with the Secretary's Standards vis-à-vis the Port's Guidelines. The EIR also described potentially significant impacts that may result if the demands of the AC34 project would make compliance with the Port's guidelines infeasible, such as *demolition and reconstruction* of the bulkhead wharf (i.e., actions beyond ordinary maintenance, repair, and alteration). The Draft EIR includes implementation of Mitigation Measure M-CP-1a (Bulkhead Wharf Substructure Review Process) to reduce the potential impacts associated with demolition and reconstruction of the bulkhead wharf to less-than-significant levels. This measure would require the new wharf reconstruction design to meet performance measures intended to retain certain character-defining features of the wharf that are necessary to maintain the visual continuity of the resource and its overall appearance, as well as the public experience of these contributing resources to the Embarcadero Historic District. As provided for under CEQA Guidelines Section 15126.4, to provide the project sponsor a reasonable margin of flexibility in the specific methods or actions needed for implementation, the measure identifies performance standards that, if achieved, would ensure that impacts would be reduced to less-than-significant levels.

As indicated in Response CP-4 and described in Chapter 11, the AC34 Project Variant would not require demolition and reconstruction of any bulkhead wharf sections, and as such, Mitigation Measure M-CP-1a does not apply to the AC34 Project Variant. Response CP-4 also describes the Port's *Historic Preservation Review Guidelines for Pier and Bulkhead Wharf Substructures* and the Port's internal historic preservation review process, which are tools used by Port staff to ensure that projects within the Historic District are consistent with the Secretary's Standards and Resolution 04-89.

## **CP-9b, Mitigation Measure M-CP-1b, Protection of Historical Resources due to Indirect Damage — Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-NPS2-80	O-ACEC-130	O-ACEC-134
A-NPS2-81	O-ACEC-131	O-ACEC-135
A-NPS2-82	O-ACEC-132	O-ACEC-136
O-ACEC-129	O-ACEC-133	O-WW-09

- This mitigation measure should indicate throughout that, in addition to earthen fortifications, there are other fragile historic resources that need to be protected. [A-NPS2-80]
- Crowd control monitors should not be volunteers but rather paid professional cultural resources monitors as well as law enforcement monitors. [A-NPS2-81]
- With regard to plans that will affect GGNRA historic resources, those plans shall be reviewed by GGNRA cultural resources staff for conformance with Secretary's Standards. [A-NPS2-82]
- Mitigation Measure M-CP-1b is entirely comprised of mitigations to be completed in future plans, so it does not exist and cannot be evaluated, and the EIR provides no evidence it will be implemented. [O-ACEC-129]
- The Parks Event Operations Plan, which contains specific measures included in Mitigation Measure M-CP-1b, is not complete or included in the EIR. [O-ACEC-130]
- The EIR must provide more information on implementation and enforcement of the Parks Event Operations Plan. The EIR must discuss if relevant agencies would agree on contents of this plan or if agencies would have resources to implement the plan. [O-ACEC-131]
- Page 3-87 inaccurately states that the People Plan is included for review. The People Plan is still in draft form. [O-ACEC-132]
- The EIR improperly relies on incomplete and absent implementation plans. [O-ACEC-133]
- The People Plan is scheduled to be reviewed and accepted by the Event Authority, allowing the project sponsor to influence the mitigation measures it may be subjected to. [O-ACEC-134]
- The EIR should emphasize that the Parks Event Operations Plan is subject to NEPA and NHPA review prior to implementation. [O-ACEC-135]
- Because the Parks Event Operations Plan is limited to onshore venues, the EIR must also discuss how offshore areas within NPS jurisdiction would be protected. [O-ACEC-136]
- Only one measure in Mitigation Measure M-CP-1b contains a performance standard, and the EIR contains no evidence that this standard is achievable. Therefore, the EIR improperly defers the development of specific, achievable mitigation measures. [O-WW-09]

## Response CP-9b

As described in the EIR under Impact CP-1, Chapter 5, pages 5.5-76 to 5.5-99, the increased visitation associated with the proposed AC34 events could result in indirect impacts on sensitive historic resources present in the vicinity of primary viewing areas at Marina Green, Crissy Field, and the Fort Baker Pier at Cavallo Point as well as possibly at secondary viewing areas such as the Marin Headlands, Fort Baker, Baker Beach, Presidio, Fort Point, Fort Mason, Treasure Island, and Angel Island. The EIR determined that implementation of Mitigation Measure M-CP-1b (Protection of Historic Resources due to Indirect Damage), pages 5.5-97 and 5.5-98, would reduce these impacts to less-than-significant levels. This measure indicates that the Parks Event Operations Plan to be developed for the project shall include specific details of the measures to prevent indirect impacts on cultural resources, specifically, earthen fortifications and other fragile historic resources located within primary and secondary event venues. This would be accomplished through fencing and signage requirements, closure of sensitive areas, pre- and post-event conditions assessments and repair, educational and awareness programs for spectators, and crowd control, as described in this mitigation measure. As stated in Chapter 3, Project Description (pages 3-87 and 3-88), "The Parks Event Operations Plan would... be developed in consultation with the Event Authority and responsible jurisdictional authorities, including the NPS, California Department of Parks and Recreation, Presidio Trust, and SFRPD. The Plan would be implemented as part of the AC34 project." Although the Parks Events Operations Plan is under development and therefore cannot be appended to this EIR, the mitigation measure is designed to provide adequate specificity and performance standards necessary to reduce impacts to less-than-significant levels independent of the plan. The measure identified in the EIR will serve to inform the Parks Events Operations Plan, which is designed to serve as the vehicle to implement this mitigation measure. Please see Section 12.6, Response IO-4, for further discussion of mitigation measures and their relationship to implementation plans.

As is stated on page 5.5-97 regarding the range of measures that may be included in the Parks Event Operations Plan, "Federal and state agencies would likely require these or similar measures pursuant to their mission and regulatory obligations under federal and state law." Because of the numerous federal and state agencies involved in project planning, specific refinements to this mitigation measure would be developed for each location in consultation with the appropriate jurisdictional agency based on the performance standards stated in the mitigation measure. It is expected that these refinements will be developed as part of the federal process required by Section 106 of the NHPA. The Section 106 process is already underway, with pre-event assessments of sensitive resources being conducted according to NPS standards. Because of this direct agency involvement and required approval, the feasibility of the mitigation measures is assured and supports the EIR determination that potential impacts on onshore historic resources can be reduced to less-than-significant levels. In addition, this process also ensures that the completed plan will not be subject to separate review and approval under NEPA and the NHPA, because such approval will have already been obtained for the specific measures through the Section 106 process.

In response to Comment A-NPS2-80 about the protection of all historic resources including earthen fortifications, Mitigation Measure M-CP-1b (Protection of Historic Resources due to



Indirect Damage) on page 5.5-97, last paragraph, and page 5.5-98, second paragraph, is revised as follows (new text is underlined):

***Fencing and Signage:*** The project sponsor shall protect the integrity of historic earthen fortifications and other fragile historic resources by the installation of fencing and signage.

***Pre- and Post-Event Conditions Assessment and Repair:*** Prior to the 2012 AC34 events, the project sponsor shall ensure that qualified cultural resources personnel assess the existing condition of the historic earthen fortifications and other fragile historic resources that could be subject to erosion from increased visitation.

This revision does not change the analysis or conclusions presented in the EIR.

In response to Comment A-NPS2-81: requests that crowd control monitors be paid professional cultural resources monitors as well as law enforcement personnel are noted. Adequately trained volunteers may be as effective as paid professionals with respect to crowd control and associated protection of fragile historic resources, with communication access to law enforcement.

In response to Comment A-NPS2-82: Mitigation Measure M-CP-1b, on pages 5.5-98 to 5.5-99, identifies signage and fencing, area closures, pre- and post event conditions assessment and repair, educational awareness programs, and crowd control as ways to reduce indirect impacts of increased visitation at GGNRA properties due to secondary viewing of the AC34 event. Following each one of these items is a statement indicating that the extent, location, and design of these actions “will be determined in consultation with the appropriate land authority where indirect impacts are anticipated (e.g., NPS, the Presidio Trust, or Cal Parks).” As such, GGNRA cultural resources staff will have the opportunity to review proposed protection measures to historic resources for conformance with the Secretary’s Standards, among other federal standards and guidelines.

All known or suspected offshore historic resources within the direct and indirect APE are listed in Tables 5.5-4 and 5.5-5. The potential for the AC34 events to result in direct impacts on these resources would be mitigated to a less-than-significant level with implementation of Mitigation Measure M-CP-2 (Inadvertent Discovery of Archaeological Resources or Shipwrecks), pages 5.5-102 to 5.5-104. Indirect impacts are not discussed, because without specific location knowledge of offshore resources and the specific locations, draft depths, and anchor types of all potential boats in the jurisdiction, there is no feasible way to either predict or evaluate indirect impacts on potential historic resources from spectator boats or other boats associated with the AC34 events. CEQA discourages speculation regarding impacts that cannot be predicted (CEQA Guidelines Section 15145).

### **CP-9c, Mitigation Measure M-CP-1c, Protection of Historic Resources due to Direct Damage — Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-SFHPC-11

O-WW-10

O-WW-11

- The HPC finds the proposed mitigation measures do not go far enough to minimize large-scale impacts on the Historic District. [A-SFHPC-11]
- The specific design of a gangway connecting Marina Green with the floating docks is incomplete, so discussion and analysis of an appropriate mitigation measure are premature. [O-WW-10]
- Mitigation Measure M-CP-1c admits possible damage to historic resources without imposing conditions to prevent damage. The measure also assumes without support that complying with the Secretary's Standards would reduce impacts to less than significant with mitigation. [O-WW-11]

### **Response CP-9c**

Comment A-SFHPC-11 does not provide enough specificity about the concerns with the mitigation measures to provide a specific response. This comment is noted.

The gangway to be attached to the Marina Seawall is described on EIR, Chapter 3, page 3-82, and on page 5.5-92, which states that the gangway is anticipated to be a cantilever structure so as to avoid any impact on the historic seawall. The design may include a concrete counterweight installed behind the seawall, and a steel frame structure would be constructed to cantilever over the wall to provide the support for the proposed gangway. However, as the specific design and attachment method of the gangway are not fully known at this point, the EIR conservatively assumes that this activity would have a potentially significant impact on the integrity of the historic seawall, including its curved, cobble stone-clad façade and stone cap. As such, implementation of Mitigation Measures M-CP-1c (Protection of Historic Resources due to Direct Damage), page 5.5-98, which calls for a review of the gangway attachment methods for compliance with the Secretary's Standards, would ensure that impacts would be reduced to less-than-significant levels. The project is sufficiently described for evaluation under CEQA, and the proposed mitigation measure would adequately reduce any potential impacts to less-than-significant levels.

### **CP-9d, Mitigation Measure M-CP-1d, Protection of the Northeast Waterfront Historic District from Teatro Zinzanni Relocation — Summary of Issues Raised by Commenters**

This response addresses all or part of the following comment:

O-ACEC-86

- In the discussion of Teatro Zinzanni relocation on page 5.5-87, the EIR must explain why the Port could issue building permits without a Certificate of Appropriateness or HPC review, given San Francisco Charter Section 4.135. [O-ACEC-86]

## Response CP-9d

Because Seawall Lot 324 is owned by the Port, any entitlements for that property would be granted by the Port and not the San Francisco Planning Department or Department of Building Inspection. The requirement to obtain a Certificate of Appropriateness under Article 10 of the Planning Code is only triggered by application for a City permit. Thus, any development on Seawall Lot 324, or any other property under the Port's jurisdiction, does not require a Certificate of Appropriateness under Article 10. Please see also Response CP-2, above, for further detail regarding this mitigation measure.

In response to this comment, Mitigation Measure M-CP-1d is revised to clarify that although a "Certificate of Appropriateness" is not required for such a project (due to the Port's permitting authority), the HPC shall review and make specific findings prior to the Port's approval of any proposed lease on Seawall Lot 324. Accordingly, this mitigation measure on page 5.5-99 is revised as follows (deleted text is shown as ~~striketrough~~ and new text is underlined):

### **Mitigation Measure M-CP-1d: Protection of the Northeast Waterfront Historic District from Teatro Zinzanni Relocation**

If Teatro Zinzanni opts to relocate to Seawall Lot 324 within the Northeast Waterfront Historic District, prior to the execution of any Port lease, Teatro Zinzanni shall ~~secure a Certificate of Appropriateness for the~~ present the proposed relocation project design to ~~from the Historic Preservation Commission (HPC), which shall require compliance review the proposed project and make findings that the proposed design complies with Article 10, Appendix D of the Planning Code and the Secretary's Standards. Specifically, the HPC shall require compliance make specific findings that the proposed project complies with Sections 6 and 7 of Article 10, Appendix D, incorporated here by reference, which provide additional requirements for Certificates of Appropriateness in the Northeast Waterfront Historic District. These additional requirements address the architectural and visual characteristics that define this district, including façade line continuity, fenestration and design elements for new construction, and appropriate roof treatments. If a Certificate of Appropriateness is not granted the HPC does not make these findings,~~ the Port shall not approve the proposed lease on Seawall Lot 324.

This revision does not change the analysis or conclusions in the EIR.

## **CP-9e, Mitigation Measure M-CP-2, Inadvertent Discovery of Archaeological Resources — Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-CSLC1-09

O-WW-12

- Mitigation Measure M-CP-2 (Inadvertent Discovery of Archaeological Resources or Shipwrecks), page 5.5-102, fifth line: The referenced section of the State CEQA Guidelines should probably be 15064.5(a)(c), not 15065.4(a)(c). On page 5.5-1 paragraph 4, add shipwrecks to the list of archaeological resources. Provide California State Lands

Commission with a copy of the proposed archaeological resource “ALERT” sheet and a copy of the Environmental Planning Division’s guidelines for archaeological monitoring and/or evaluation. [A-CSLC1-09]

- Because development of Mitigation Measure M-CP-2 is deferred until after project approval and no performance standards are provided, the mitigation cannot be adequately judged at this time in violation of *Gentry*. [O-WW-12]

## Response CP-9e

Mitigation Measure M-CP-2 (Inadvertent Discovery of Archaeological Resources or Shipwrecks), described on EIR pages 5.5-102 to 5.5-104, contains a series of actions that would be taken in the event that a historic resource is found during any ground-disturbing construction activities, including in-water pile driving. The mitigation measure specifies that all contractors involved in soil- or Bay bottom-disturbing activities shall be alerted to the possibility of encountering subsurface resources and instructed as to what those resources might look like. In the event of a suspected discovery, work in the vicinity will halt and a professional archeologist will assess the find, in consultation with the appropriate jurisdictional authority. If the discovery is assessed as a significant cultural resource, further specific actions will be developed based on the location and nature of the resource, taking into account the construction designs and timing.

The language of Mitigation Measure M-CP-2 is drawn from the standard requirements of the San Francisco Planning Department, Environmental Planning Division, and has been considered adequate for mitigation of impacts during unanticipated discoveries for numerous other projects. Given the citywide application of this standard measure and its effectiveness to date, it is presumed that implementation of this measure would reduce impacts associated with accidental discoveries for the proposed project. Because of the wide range of resources that could potentially be encountered during construction activities for the project, it is not feasible to develop specific mitigation scenarios for every potential find in every potential context. The steps taken during an unanticipated discovery will be developed during consultation with appropriate parties, approved by jurisdictional representatives and documented in a Final Archaeological Resources Report (FARR). The requirement in Mitigation Measure M-CP-2 that a FARR be approved by the appropriate jurisdictional authority provides a sufficient performance standard to ensure that impacts on cultural resources resulting from inadvertent discovery would be reduced to less-than-significant levels.

In response to Comment A-CSLC1-09, the EIR text on page 5.5-103, Mitigation Measure M-CP-2, is revised as follows (deleted text is shown as ~~striketrough~~ and new text is underlined):

To avoid any potential adverse effect from the proposed project on inadvertently discovered buried or submerged historic resources, as defined in CEQA Guidelines Section ~~15064.5-4~~15064.5-4(a)(c), the project sponsor will distribute the Planning Department’s archeological resource “ALERT” sheet to the project prime contractor;

This revision does not change the analysis or conclusions presented in the EIR.

In response to Comment A-CSLC1-09: the San Francisco Planning Department, Environmental Planning Division will submit to the California State Lands Commission a copy of the proposed archaeological resources “ALERT” sheet and a copy of the Environmental Planning Division’s guidelines for archaeological monitoring and/or evaluation.

### **CP-9f, Mitigation Measure M-CP-6, Northeast Wharf Plaza Performance Criteria — Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

O-ACEC-151

O-ACEC-152

- Applying the performance criteria proposed in Mitigation Measure M-CP-6 could result in potentially significant impacts on historic resources. [O-ACEC-151]
- Removal of the addition to the Belt Line office building, which is considered in performance criteria mitigation, is a significant impact upon a historic resource. Therefore, applying these performance criteria is likely to result in impacts that are significant and unavoidable with mitigation. [O-ACEC-152]

### **Response CP-9f**

Please see Response CP-8, Northeast Wharf Plaza Design, for further discussion of issues related to the development of the proposed plaza consistent with Mitigation Measure M-CP-6, as well as the proposed rehabilitation of the Belt Line office building. As described in the EIR Chapter 3, pages 3-73 and 3-109, and discussed above in Response CP-3, the proposed project would retain the Belt Line office building in its entirety.

## **12.10.11 Impacts of Long-Term Development Rights [CP-10]**

### **Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-SFHPC-14

O-ACEC-167

O-ACEC-171

O-SFAH-05

O-ACEC-164

O-ACEC-168

O-ACEC-172

O-WW-14

O-ACEC-165

O-ACEC-169

O-ACEC-173

O-ACEC-166

O-ACEC-170

O-SFAH-04

- The HPC believes the evaluation of impacts for the long-term development on the project site is programmatic and not project-level as identified in the EIR. [A-SFHPC-14]
- Because the EIR provides no project-specific information on future projects to be carried out under long-term development rights, it must only analyze these projects at a program level. Any such project will require a project-level EIR in the future when specific details become known. [O-ACEC-164]

- The EIR must analyze future development at Piers 30-32 at a program level because there is no current project-specific information. Any conclusion of significant and unavoidable impacts is speculative. [O-ACEC-165]
- The EIR argues that future development may have significant impacts because there is no specific design proposal. [O-ACEC-166]
- The EIR cannot analyze detailed design criteria for long-term development, because these criteria do not yet exist. [O-ACEC-167]
- The EIR must consider other mitigation measures that could reduce long-term impacts on Red's Java House and the Embarcadero Historic District to less-than-significant levels. [O-ACEC-168]
- The finding of significant and unavoidable impacts allows the developer to make any desired changes to Piers 30-32 without having to go through future CEQA review. [O-ACEC-169]
- One potential mitigation measure to consider would be to prohibit demolition or alteration of Red's Java House through a provision in the lease from the Port to the Event Authority. [O-ACEC-170]
- The EIR should analyze the indirect impacts on Pier 35 if future Piers 30-32 development displaces Pier 35 from its planned use as a back-up cruise terminal. [O-ACEC-171]
- The EIR does not adequately support its conclusion that the impacts of long-term development on historic resources would be less than significant with mitigation. [O-ACEC-172]
- The EIR cannot adequately analyze future impacts of projects that have not yet been designed. In addition, the EIR concludes that all possible impacts on historic resources would be less than significant because of Mitigation Measure M-LT-CP(b), which allows exceptions to the Secretary's Standards. The EIR does not show how these developer-friendly mitigations could affect potentially significant impacts. [O-ACEC-173]
- The EIR should provide opportunities for public input for future projects where no designs are currently available. One option is to create an advisory committee with representatives from the HPC, SFAH, and Planning Department to review these projects for compliance with the Secretary's Standards. [O-SFAH-04]
- To eliminate confusion, the EIR should confirm that potential projects under long-term development rights will receive full project-level CEQA review. [O-SFAH-05]
- The EIR illegally defers the development of mitigation measures in violation of *Gentry* by failing to set out performance standards in Mitigation Measure M-LT-CP. [O-WW-14]

## Response CP-10

Numerous comments were made about the impact analysis of the future long-term development rights under the Host Agreement in the context of historic resources, including many comments expressing concern about whether the document is a project-specific or programmatic EIR. This issue is addressed in the Project Description, Section 3.7 of the Draft EIR, page 3-114, Intended

Uses of the EIR. As stated in this section, the document is a project-specific EIR on two projects: the 34th America's Cup (AC34) and the James R. Herman Cruise Terminal and Northeast Wharf Plaza. As part of the analysis of the AC34 project, potential future long-term development at certain Port properties that could occur as a result of conditions of the AC34 Host Agreement is conceptually analyzed in the EIR, and future project-specific CEQA analysis would be required if or when specific developments are proposed. Please also see Section 12.6, Impact Overview, Response IO-5, for a detailed discussion of the project-level analysis of the AC34 events, the conceptual level of analysis of the long-term development rights, and the requirement for future project-specific CEQA analysis for any long-term development proposal arising out of the Host Agreement. As discussed further in Response IO-5, this is not a program EIR. The impact discussion of the long-term development rights is not intended to provide a program-level analysis, but rather, it provides a conceptual analysis of environmental impacts.

With respect to the assumptions used for the historic resource impact analysis of long-term development rights, the EIR provides two separate conceptual-level impact analyses. The first impact analysis pertains to the potential long-term development at Piers 30-32 and is discussed under Impact LT-CP-1 on pages 5.5-114 to 5.5-116. The second analysis is for potential long-term development of Port properties within the Embarcadero Historic District, described under Impact LT-CP-2 on pages 5.5-116 to 5.5-120.

Under Impact LT-CP-2, the EIR determines that, at a conceptual level, potential impacts on contributing resources within the Embarcadero Historic District, including historic Piers 26, 28, 19, 19½, 23, and 29, and sections of the historic bulkhead wharf, could be reduced to less-than-significant levels with implementation of mitigation measures that specify performance criteria that would apply to the alteration and future development of those resources; Mitigation Measure M-LT-CPb (Long-Term Development on Historic Piers Performance Criteria), pages 5.5-119 to 5.5-120, identifies those performance criteria. This mitigation measure provides specific performance criteria that future development projects would be required to maintain character-defining features of historic piers, and be compatible with the Historic District and consistent with the Secretary's Standards. While the specific details of future development projects are unknown, this mitigation measure also requires the preparation of a Historic Resources Evaluation Report of each future development proposal, which would include an analysis and specific findings to demonstrate project consistency with the performance criteria and the Secretary's Standards. The performance criteria provide reasonable safeguards to ensure that future development would have a less-than-significant impact on the individual contributing resources and the Historic District. Further, as described in Chapter 3.7, Intended Uses of the EIR, page 114, because specific long-term development projects have not yet been designed or proposed, the long-term development is conceptually analyzed in the Draft EIR and future project-specific CEQA analysis would be required if or when specific developments are proposed.

However, as discussed in Impact LT-CP-1, pages 5.5-114 to 5.5-116, long-term development at Piers 30-32 presents a unique circumstance in that these piers are not contributing or within the Historic District. Further, with the exception of Red's Java House, Piers 30-32 currently lack any structures on them and, as such, they provide more opportunity for architectural expression. Given

that specific future development of Piers 30-32 is undefined at this time, the EIR identifies a process for the formulation of performance criteria that would apply to potential future development of Piers 30-32. Likewise, future development proposals for this site would be subject to a Historic Resources Evaluation Report and consultation with the Planning Department, and potentially the Historic Preservation Commission, in an effort to determine whether any proposed future development would be architecturally compatible with the adjacent Historic District. In the absence of specific design proposals for the development of Piers 30-32, and due to this area's adjacency to the Historic District, the conceptual impact analysis in the EIR conservatively determined the future long-term impacts from the development of Piers 30-32 to be potentially significant and unavoidable, even with implementation of Mitigation Measure M-LT-CPa (Piers 30-32 Performance Criteria), on page 5.5-118. As described in EIR Section 3.4.8, page 3-90, any future project-specific development proposals on any of these properties that arise pursuant to the terms of the Host Agreement would be required to undergo separate, project-level CEQA review.

In response to Comments O-ACEC-172 and O-ACEC-173, in the EIR text on pages 5.5-117 and 5.5-118, the following text changes are made in three places--in the last sentence in the first, second, and third paragraphs, under the sections "Piers 26-28," "Piers 19-19½," and "Pier 23" (deleted text is shown as ~~strike through~~ and new text is underlined):

The ~~project sponsor~~ America's Cup Event Authority may decide to exercise this option to develop the interiors of.....

This revision does not change the analysis or conclusions presented in the EIR.

## 12.10.12 Cumulative Impacts [CP-11]

### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-NPS2-83	O-ACEC-62	O-ACEC-175
A-NPS2-85, -86	O-ACEC-174	O-ACEC-176

- PVs [photovoltaics] are not being installed on the New Industries Building on Alcatraz, just on the Main Cellhouse. [A-NPS2-83]
- Refer to the Marin Headlands as the Forts Baker, Barry and Cronkhite Historic District. Again, NAGPRA should be referenced here. [A-NPS2-85, A-NPS2-86]
- The EIR for the 8 Washington Street project must be added to the list of recent EIRs/EISs. The historic and cultural impacts of that project must be considered cumulatively with this project for impacts on the Embarcadero Historic District. [O-ACEC-62]
- The EIR's conclusion that cumulative impacts on cultural resources would be less than significant with mitigation relies on the EIR's assumption that specific project impacts are themselves less than significant with mitigation. [O-ACEC-174]



- The EIR does not include the 8 Washington Street project in the cumulative impact analysis. [O-ACEC-175]
- The EIR does not include the Brannan Street Wharf project in the cumulative impact analysis. The EIR should also disclose potential conflicts between the Brannan Street Wharf project and the current project, in light of Port Commission Resolution No. 11-54. [O-ACEC-176]

## Response CP-11

Section 5.5.3.4, Impact C-CP, pages 5.5-120 to 5.5-130, presents the analysis of cumulative impacts and includes discussion of the specific projects considered in the EIR for purposes of cumulative impact analysis of cultural resources. Contrary to Comment O-ACEC-176, the proposed Brannan Street Wharf project was fully evaluated and addressed in the cumulative impact analysis, pages 5.5-122 to 5.5-123, and the Draft EIR appropriately concluded that the proposed project would have no significant cumulative impact on historical resources. The 8 Washington Street project is included in the Draft EIR on Tables 5.1-3 and 5.1-4 on pages 5.1-16 and 5.1-18, respectively, for consideration in the cumulative impact analysis. Please see Section 12.6, Response IO-6, for further discussion regarding the approach to cumulative impact analysis in the EIR, including consideration of construction effects of the 8 Washington Street project.

The proposed project at 8 Washington Street (Planning Case No. 2007.0030E, Draft EIR published June 15, 2011), a proposed mixed-use residential project at Seawall Lot 351, was determined not to have a cumulatively considerable impact on cultural resources because all project impacts can be mitigated to less-than-significant levels with implementation of mitigation measures. Mitigation Measure M-CP-1a (Archaeological Testing, Monitoring and Data Recovery and Reporting) and Mitigation Measure M-CP-6 (Accidental Discovery) identified in the 8 Washington Street Draft EIR would reduce any impacts on unanticipated archaeological resources, specifically, to less-than-significant levels. Mitigation Measure M-CP-2 (Inadvertent Discovery of Archaeological Resources or Shipwrecks) contained in the AC34 and Cruise Terminal Draft EIR is nearly identical to the measure provided in the 8 Washington Street EIR. Implementation of both measures would reduce cumulative impacts on archaeological resources to less-than-significant levels.

No historical architectural resources are located on the 8 Washington Street site that could be affected by this project, and it is located outside of the Embarcadero Historic District. As such, there would be no direct impacts on the District. Nonetheless, one of the 8 Washington Street project's stated objectives is to "Construct new development which complements the rich architectural character of the Embarcadero National Register Historic District and is complementary to the architectural features of the pier bulkhead buildings."

In response to Comment A-NPS2-83, the EIR text on page 5.5-127, second paragraph, is revised as follows (deleted text is shown as ~~striketrough~~ and new text is underlined):

**Alcatraz Island.** The proposed energy improvements at Alcatraz Island would include new photovoltaic (PV) panels on the Prison Building (cellhouse) ~~and New Industries Building~~ to reduce the island's reliance on diesel-generated power. These permanent rooftop alterations to the ~~Prison Building (cellhouse)~~ would not combine with the effects of the proposed project

to form an impact that is cumulatively considerable, as the proposed temporary event uses would be entirely internal to the cellhouse building.

This revision does not change the analysis or conclusions presented in the EIR.

In response to Comments A-NPS2-85 and A-NPS2-86, the EIR text on page 5.5-128, third paragraph, is revised as follows (deleted text is shown as ~~striethrough~~ and new text is underlined):

**GGNRA, Marin County** ~~(Marin Headlands and Fort Baker)~~. Similar to the properties managed by the GGNRA in San Francisco, those properties managed by the GGNRA in Marin County, including the ~~Marin Headlands and Forts Baker, Barry, and Cronkhite~~ Historic District, could also experience cumulative impacts to historic earthen fortifications resulting from combined visitation from implementation of the Dog Management Plan, the Marin Headlands and Fort Baker Transportation Infrastructure and Management Plan, and the AC34 event. However, implementation of Mitigation Measure M CP-1b (Protection of Historic Resources due to Indirect Damage), in addition to those identified in the Dog Management Plan EIS and the Transportation Management Plan intended to protect the historic fortifications from erosion, as well as federal laws such as NAGPRA that are intended to protect human remains, would reduce such potentially significant cumulative impacts to a less-than-significant level.

This revision does not change the analysis or conclusions presented in the EIR.

## 12.11 Transportation and Circulation

### 12.11.1 Overview of Comments on Transportation and Circulation

The comments and corresponding responses in this section cover topics in Chapter 5, Section 5.6, of the EIR. These include topics related to:

- TR-1, Setting
  - TR-1a, Angel Island
  - TR-1b, Golden Gate Transit and Golden Gate Ferries
  - TR-1c, Roadway Network
  - TR-1d, Other Ferry Service
  - TR-1e, Bay Trail
  - TR-1f, Parking
  - TR-1g, Other Setting Issues
- TR-2, Methodology
  - TR-2a, General Methodology
  - TR-2b, Travel Demand
  - TR-2c, Study Area
  - TR-2d, Traffic Analysis
  - TR-2e, Transit Analysis
  - TR-2f, AC34 People Plan
  - TR-2g, Overlapping Special Events
  - TR-2h, Cumulative Analysis
  - TR-2i, Administrative Draft Comments
  - TR-2j, National Park Service (NPS) Issues
- TR-3, AC34 Traffic Impacts
  - TR-3a, General Traffic Impacts
  - TR-3b, Presidio and GGNRA Areas
  - TR-3c, Restricted Access Areas
  - TR-3d, Northbound The Embarcadero Closure
  - TR-3e, Additional Street Closures
- TR-4, AC34 Transit Impacts--Muni
  - TR-4a, Muni Transit Plan
  - TR-4b, Proposed E-Embarcadero
  - TR-4c, Other Muni Issues
- TR-5, AC34 Transit Impacts--AC Transit
- TR-6, AC34 Transit Impacts--Golden Gate Bridge Highway & Transportation District
  - TR-6a, General, Golden Gate Transit
  - TR-6b, Impact on Golden Gate Bus Service
  - TR-6c, Impact on Golden Gate Ferry Service
  - TR-6d, Golden Gate Transit Impacts to Secondary Viewing Areas
  - TR-6e, Golden Gate Transit Impacts due to Long-Term Development Rights
  - TR-6f, Golden Gate Transit Impacts due to Cumulative Development
- TR-7, AC34 Transit Impacts — Other Issues
  - TR-7a, Ferry Service to Alcatraz
  - TR-7b, PresidiGo Shuttle Service
  - TR-7c, Transit Plan for other NPS Areas

- TR-7d, Significant and Unavoidable Impacts
  - TR-7e, Other Transit Issues
- TR-8, AC34 Bicycle Impacts
  - TR-8a, General Bicycle Impacts
  - TR-8b, Bicycle Improvements
  - TR-8c, Additional Street Closures
- TR-9, AC34 Pedestrian Impacts
  - TR-9a, Bay Trail
  - TR-9b, Other Pedestrian Impacts
- TR-10, AC34 Parking Information
- TR-11, AC34 Emergency Vehicle Access Impacts
- TR-12, AC34 and Cruise Terminal Project Construction Impacts
- TR-13, Cruise Terminal Project Impacts
- TR-14, Mitigation Measures

### 12.11.2 Setting [TR-1]

This topic is further subdivided into the following sub-topics:

- TR-1a, Angel Island
- TR-1b, Golden Gate Transit and Golden Gate Ferries
- TR-1c, Roadway Network
- TR-1d, Other Ferry Service
- TR-1e, Bay Trail
- TR-1f, Parking
- TR-1g, Other Setting Issues

#### TR-1a, Angel Island – Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-CDPR-06

- The commenter notes that the ferry service between San Francisco and Angel Island is not provided, and indicates that the Angel Island service is also provided by WETA and Blue & Gold. [A-CDPR-06]

#### Response TR-1a

The description of Blue & Gold ferry service to Angel Island State Park is presented on EIR page 5.6-24.

In response to the comment related to Alameda/Oakland service to Angel Island, the EIR text on page 5.6-24, middle of first paragraph, is revised as follows (deleted text is shown as ~~struckthrough~~ and new text is underlined):

The Water Emergency Transportation Authority (WETA) currently operates ferry service to Alameda/Oakland and Alameda Harbor Bay. The Alameda/Oakland service also provides

seasonal (April to October) service to Angel Island. Per California Senate Bill 1093, WETA was charged ...

This revision does not change the analysis or conclusions presented in the EIR.

## **TR-1b, Golden Gate Transit and Golden Gate Ferry – Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-GGBHTD-07

- The commenter provides updated information related to GGBHTD transit service. [A-GGBHTD-07]

### **Response TR-1b**

In response to this comment, the EIR text on page 5.6-24, fourth paragraph, is revised as follows (deleted text is shown as ~~striketrough~~ and new text is underlined):

Golden Gate Transit, operated by the Golden Gate Bridge, Highway, and Transportation District (GGBHTD), provides bus service between the North Bay (Marin and Sonoma Counties) and San Francisco. ~~Golden Gate Transit operates 22 commuter bus routes, 9 basic bus routes and 16 ferry feeder bus routes into San Francisco, several of which are at or near the temporary Transbay Terminal.~~ Golden Gate Transit operates 18 commuter bus routes and 5 basic bus routes into San Francisco, several of which operate near the temporary Transbay Terminal. Basic bus routes operate at regular intervals of ~~45~~ 30 to 90 minutes depending on the time and day of week. Commute and ferry feeder bus routes operate at more frequent intervals in the mornings and evenings. Golden Gate ~~Ferry Transit~~ also operates ferry service between the North Bay and San Francisco. ~~During the morning and evening commute periods, ferries are operated between Larkspur and San Francisco, and between Sausalito and San Francisco. Ferries operate between Larkspur and San Francisco, and between Sausalito and San Francisco, all day, seven days a week.~~ Additional North Bay ferry service operated by Blue & Gold connects both Sausalito and Tiburon with San Francisco. The Blue & Gold fleet serves both Pier 41 and the Ferry Building, but Golden Gate Ferry serves only the Ferry Building.

In response to this comment, the EIR text on page 5.6-24, last paragraph, is revised as follows (deleted text is shown as ~~striketrough~~ and new text is underlined).

Golden Gate Transit ~~provides bus service transportation to and from Sausalito to between San Francisco and Sausalito and northern Marin County via~~ enters at Bridgeway and Alexander Avenue and continues on Bridgeway. A transit node is located in downtown Sausalito at Bridgeway and Bay Street, near the ferry landing. ~~Both the Blue and Gold Fleet and the Golden Gate Transit District provide ferry service from Sausalito to San Francisco at Pier 41 and the Ferry Building.~~

These revisions to the setting do not change the analysis or conclusions presented in the EIR.

### **TR-1c, Roadway Network – Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

O-SFBC-02

- The commenter states that discussion of Polk Street, Columbus Avenue, and Market Street should be added to the inventory of significant local roads in the setting section. [O-SFBC-2]

### **Response TR-1c**

In response to the comment, the following text has been added to the EIR text on page 5.6-5 (new text is underlined):

**Polk Street** runs between Beach Street and the intersection of Market and Fell Streets. South of Market Street, Polk Street turns into Tenth Street. Polk Street generally has one travel lane in each direction and parking on both sides of the street. Bicycle Route 25 runs northbound and southbound along Polk Street between Beach Street and Market Street. A bicycle lane (Class II facility) is provided in the southbound direction between Post and Market Streets, in the southbound direction between Beach and Lombard Streets, and in the northbound direction between Union and Beach Streets. A signed route (Class III facility) is provided on the remaining segments of Polk Street.

**Columbus Avenue** extends between Beach and Montgomery Streets. Columbus Avenue has two travel lanes in each direction and on-street parking on both sides of the street. The San Francisco General Plan identifies Columbus Avenue as a Major Arterial in the CMP network, a Primary Transit Street (Transit Important Street), and a Neighborhood Commercial Street. Bicycle Route 11 runs on Columbus Avenue as a Class III facility between North Point and Montgomery Streets.

**Market Street** is a major east-west roadway in downtown San Francisco running from The Embarcadero to the Twin Peaks area, where it becomes Portola Drive. It operates as a two-way arterial with two travel lanes in each direction throughout the project area. Between Drumm and Valencia Streets, left turns are not permitted along Market Street. The San Francisco General Plan identifies Market Street as a Transit Conflict Street in the CMP network through the project vicinity, and as a Major Arterial elsewhere. Market Street is also classified as an MTS roadway and a Transit Preferential Street (Transit-Oriented). Starting in September 2009, a trial program was introduced involving the restriction of through traffic (with exceptions for trucks, taxis, and bicycles) at multiple locations on eastbound Market Street to increase road space for transit vehicles and bicyclists. Since that time the trial program has become permanent, with eastbound Market Street traffic required to make right turns at Tenth Street and at Sixth Street. Bicycle Route 50 runs on Market Street as a Class III facility between Steuart and Eighth Streets, and as a Class II facility west of Eighth Street.

These revisions to the setting do not change the analysis or conclusions presented in the EIR.

### **TR-1d, Other Ferry Service – Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

O-ACEC-179

O-ACEC-209

O-TIRN2-34

- The commenter raises concerns regarding inclusion of Red & White Fleet and other private charter operations in the transportation analysis. [O-ACEC-179, O-ACEC-209, O-TIRN2-34]

### **Response TR-1d**

Activities such as sailing regattas, sailing schools, and nature expeditions (such as those provided by the Oceanic Society) that are associated with marinas are discussed in Chapter 5.11, Recreation, while impacts on fishing activities are described in Section 12.20, Response BIM-6. These types of uses would continue to occur during the AC34 events, with the exception that these vessels could be restricted from the race area during certain times on AC34 race days. As discussed in those sections, impacts on these types of activities would be less than significant. All water vessels would be required to comply with the United States Coast Guard's Special Local Regulations addressing safety issues and rules for vessel traffic.

Section 5.6.1.3, Other Water Transportation on Draft EIR page 5.6-27 presents information on non-commuter transit water transportation. In response to the comment, the second paragraph is revised as follows (deleted text is shown as ~~striktthrough~~ and new text is underlined):

In addition, Alcatraz Cruises provides Bay excursions from Pier 31½, that are 90-minute tours of San Francisco Bay during which passengers remain on the vessel at all times and do not stop at Alcatraz or Angel Island. Depending on the demand, the number of Bay excursions varies between one and three trips per day, approximately five days per week. Other Bay excursions are provided year-round by Red and White Fleet, and from March through October by Adventure Cat.

This revision does not change the analysis or conclusions presented in the EIR.

### **TR-1e, Bay Trail Project – Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

O-SFBT-01

- The commenter states that the intention of the People Plan with respect to the use of non-auto modes (particularly bicycles) to accommodate AC34 travel demand is unclear and that the City should commit to closing gaps in the Bay Trail along the San Francisco and Marin shorelines. The commenter also provides clarification regarding the Bay Trail. [O-SFBT-01]

## Response TR-1e

The September 2011 People Plan incorporates specific bicycle and pedestrian improvement projects that the City plans to complete prior to the AC34 events. The focus is to improve access, particularly by pedestrian and bicycle to AC34 programmed areas. While some of these efforts may highlight the need or opportunity for improving the Bay Trail, that is not the purpose or core focus of the People Plan. The comment will be shared with the Planning Commission, SFMTA staff and the City elected officials as part of the review of the Final EIR. Additionally, the comment will be forwarded to the project sponsor for their consideration. Bay Trail and public access issues are also being addressed by BCDC in its regulatory process.

In response to this comment, the description of the Bay Trail in the Transportation and Circulation Setting section of the Draft EIR on page 5.6-35, middle of the fourth paragraph, is revised as follows (deleted text is shown as ~~striktthrough~~ and new text is underlined):

The Association of Bay Area Governments (ABAG) administers the San Francisco Bay Trail Plan (Bay Trail Plan). The Bay Trail is a multi-purpose recreational trail that, when complete, would encircle San Francisco Bay and San Pablo Bay with a continuous ~~400~~500-mile network of bicycling and hiking trails; to date, ~~290~~ 300 miles of the alignment have been completed (see Section 5.11, Recreation, for further description). The Bay Trail serves an important function as an alternative commute corridor, and serves as the backbone for MTC's Regional Bicycle Plan.

This revision does not change the analysis or conclusions presented in the EIR.

## TR-1f, Parking – Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-NPS2-141

A-Presidio-08

- The commenter indicates that the parking at Crissy Field is listed twice in the list of parking facilities presented in the Transportation Technical Appendix. [A-NPS2-141]
- The commenter indicates that the parking data for the Presidio and Crissy Field areas presented in the Setting section of the Draft EIR are not up-to-date and asks to coordinate with the Presidio Trust to clarify parking conditions expected in 2012 and 2013. It also states that the table does not distinguish between parking controlled by the NPS, the GGBHTD and the Presidio Trust. The commenter requests that a map be added to better understand the parking conditions near Crissy Field, since the City addresses for parking facilities are not consistent with those used by the Presidio Trust. [A-Presidio-08]

## Response TR-1f

In response to Comment A-NPS2-141, the parking availability list presented in Section 7 of the Transportation Technical Appendix (pages 400 to 403) was developed from SFMTA data collected for its *SFpark* program, which is the most current citywide parking database available.



The reference to 215 Gorgas as Crissy Field parking in the database is incorrect, it refers to a parking lot near the Letterman gymnasium and indoor pool. The site at 99 Zanowitz represents the Crissy Field East Beach parking lot; it is listed in the EIR since it is currently existing parking.

In response to Comment A-Presidio-08, footnote “a” in Table 5.6-6 (page 5.6-33) and footnote “b” in Table 5.6-35 (page 5.6-170) of the EIR indicate that this parking might not be available during AC34 events. Footnote “b” in Table 5.6-35 (page 5.6-170) of the EIR has been clarified to indicate that approximately 370 public parking spaces will be eliminated in the near future as part of the Doyle Drive reconstruction, and that approximately 980 public parking spaces along Mason Street, Crissy Field, and Fort Point might not be available during AC34 events.

Updated parking information was provided by the Presidio Trust on October 2, 2011 and, as a result, the paid, publicly available parking supply in the Presidio and Crissy Field area was revised, and increased by about 130 spaces. In addition, the number of parking spaces available on the Main Post south of Lincoln Boulevard was also increased from 1,100 to 1,400 spaces. Table 5.6-6 (page 5.6-33) and Table 5.6-35 (page 5.6-170) of the EIR are revised as follows (deleted text is shown as ~~striketrough~~ and new text is underlined):

**TABLE 5.6-6 [REVISED]**  
**ESTIMATED OFF-STREET PARKING SUPPLY BY SUBAREA IN SAN FRANCISCO**

Parking Study Area Subarea	Free, Publicly Available	Paid, Publicly Available	Non-Public	Total
A. Presidio and Crissy Field	1,252 <sup>a</sup>	<del>779</del> <u>909</u>	<del>865</del> <u>695</u>	<del>2,896</del> <u>2,856</u> <sup>a</sup>
B. Marina Green	615	152	428	1,195
C. Fort Mason to Aquatic Park	301	<del>1</del> <u>107</u>	572	1,980
D. Fisherman’s Wharf	0	5,432	1,175	6,607
E. Northeast Embarcadero	0	8,127	355	8,482
F. South of Ferry Building to Mission Bay	<u>0</u>	11,509 <sup>b</sup>	2,295	13,804
<i>Total San Francisco</i>	<b>2,168</b>	<del>27,106</del> <u>27,236</u>	<del>5,690</del> <u>5,520</u>	<del>34,964</del> <u>35,924</u>

<sup>a</sup> Does not include public parking available in the Main Post area south of Lincoln Blvd., which totals approximately ~~1,100~~ 1,400 on-street and off-street parking lot spaces. The supply also excludes approximately 980 public parking spaces located along Fort Point, Crissy Field, Mason Street and the Palace of Fine Arts that might not be available during AC34 events, as well as about 370 spaces to be eliminated as part of the Doyle Drive reconstruction project. See Appendix TR-7 for details on the location of off street parking facilities.

<sup>b</sup> Includes Ballpark parking lots in the Mission Bay Area with combined supply of about 2,500 parking spaces.

SOURCE: SFMTA, Presidio Trust, Adavant Consulting/LCW Consulting, 2011

**TABLE 5.6-35 [REVISED]**  
**COMPARISON OF PUBLIC PARKING SUPPLY TO ESTIMATED PARKING DEMAND BY AREA**  
**FOR AC34 2012 AND 2013 PEAK EVENT DAYS**

Study Area	Public Parking Supply	AC34 2012 <u>Demand</u> <sup>a</sup>		AC34 2013 <u>Demand</u> <sup>a</sup>	
		Weekday	Weekend	Weekday	Weekend
Presidio and Crissy Field	<del>2,031</del> <u>806</u> <sup>b</sup>	2,030	8,085	2,270	8,610
Marina and Fort Mason to Aquatic Park	2,175	3,351	6,300	1,632	6,510
Fisherman's Wharf	5,432	621	1,671	692	2,625
The Embarcadero	19,636 <sup>c</sup>	816	1,575	2,759	11,225
Downtown	6,385 <sup>d</sup>	0	0	0	1,260
Other San Francisco <sup>e</sup>	NA	<u>0</u>	<u>315</u>	<u>0</u>	<u>525</u>
<i>Total San Francisco</i>	<del>35,659</del> <u>34,434</u>	6,818	17,946	7,353	30,756
Treasure Island	NA	414	1,050	478	2,290
Marin County <sup>f</sup>	2,500 <sup>g</sup>	207	1,584	237	2,195

<sup>a</sup> Parking demand associated with 45,000 spectators on a weekday and 197,300 spectators on weekend day in 2012, and 50,000 spectators on a weekday and 334,000 spectators on a weekend day in 2013.

<sup>b</sup> Does not include public parking available in the Main Post area south of Lincoln Blvd. which totals approximately ~~1,100~~ 1,400 on-street and off-street parking lot spaces. The supply excludes approximately 980 public parking spaces. Approximately half of the supply is located along Fort Point, Crissy Field, Mason Street and the Palace of Fine Arts that and might not be available during AC34 events, as well as about 370 spaces to be eliminated as part of the Doyle Drive reconstruction project. See Appendix TR-7 for details on the location of off street parking facilities.

<sup>c</sup> Includes Ballpark parking lots in the Mission Bay Area with combined supply of about 2,500 parking spaces.

<sup>d</sup> Includes Sutter-Stockton (1,865 spaces), Union Square (985 spaces), Ellis-O'Farrell (950 spaces), and Fifth-Mission (2,585 spaces) City-owned garages.

<sup>e</sup> Includes parking demand for trips destined to Alcatraz Island.

<sup>f</sup> Includes parking demand for trips destined to Angel Island.

<sup>g</sup> Approximate number of parking spaces available at Fort Baker and the Marin Headlands.

SOURCE: SFMTA, NPS, Presidio Trust, Adavant Consulting/LCW Consulting, 2011

In response to the changes in parking supply, the second sentence of the second paragraph on page 5.6-34 of the EIR is revised as follows (deleted text is shown as ~~striketrough~~ and new text is underlined):

Publicly available on-street parking is generally metered, except in the vicinity of the Main Post where approximately ~~1,100~~ 1,400 spaces are available in and around the old parade grounds, about half of which are unmetered.

Revisions to these tables and accompanying text do not change the analysis or conclusions presented in the EIR.

As noted above, the detailed list of off-street parking facilities and their locations/addresses is presented in Section 7 of the Transportation Appendix (Appendix TR-7) in Volume 4 of the EIR. Only free or paid, publicly available parking was included in the analysis. In lieu of a map requested by the commenter, a more detailed description of the parking facilities location within

the Presidio and Crissy Field areas (e.g., Presidio Trust, NPS, GGBHTD, etc.) is provided in Section 7 of the Transportation Appendix (Appendix TR-7) in Volume 4 of the EIR.

The NEPA analysis currently underway for those areas under federal governmental jurisdiction (i.e., Presidio Trust and NPS) will further disaggregate the expected demand and availability of parking within the Presidio and in the vicinity of Crissy Field, and will present conditions within the Presidio and NPS areas beyond the analytical needs for CEQA purposes, as presented and evaluated in the EIR.

### **TR-1g, Other Setting Issues – Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-NPS2-88

- The commenter indicates that EIR does not adequately document baseline conditions. [A-NPS2-88]

### **Response TR-1g**

EIR pages 5.6-1 to 5.6-38 describe the transportation network that would be measurably affected by the proposed projects. The level of detail provided adequately describes baseline information for those areas subject to CEQA review. The transportation setting includes descriptions of regional and local roadways, intersection level of service analysis at 42 study intersections, descriptions of local and regional transit service providers, Muni and regional screenline analyses, description of the bicycle route network and facilities, description of the pedestrian conditions, loading conditions, emergency vehicle access, and parking data. Of the 42 study intersections, 11 are adjacent to or within the Presidio Trust or NPS jurisdiction in San Francisco or Marin County. The transit analysis presents an assessment of existing services, demand, and capacity to the Presidio, Crissy Field and Marina areas as a distinct category, and the description of existing parking conditions includes the Presidio and Crissy Field areas as a separate geographical area, listing the available parking supply by individual location in the Appendix TR. Additional documentation of baseline conditions is not required.

### **12.11.3 Methodology [TR-2]**

This topic is further subdivided into the following sub-topics:

- TR-2a, General Methodology
- TR-2b, Travel Demand
- TR-2c, Study Area
- TR-2d, Traffic Analysis
- TR-2e, Transit Analysis
- TR-2f, AC34 People Plan
- TR-2g, Overlapping Special Events
- TR-2h, Cumulative Analysis
- TR-2i, Administrative Draft Comments
- TR-2j, NPS Issues

## TR-2a, General Methodology – Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-NPS2-31

O-ACEC-215

- Based on the summary table in Chapter 1 of the EIR, the commenter requests expanding the impact analysis to cover the same issues for 2012 and 2013 events. [A-NPS2-31]
- The commenter requests that as part of the impact analysis that the transportation analysis should include mapping of vehicle and pedestrian flows during AC34 events. The commenter also asks that the traffic analysis includes all freeways, major street arteries with a terminus at or near events, and streets along the shoreline. [O-ACEC-215]

### Response TR-2a

Comment A-NPS2-31 refers to Table 1-3, Summary of Impacts and Mitigation Measures, in Chapter 1 of the EIR and makes reference to Impacts TR-71 to TR-75 and Impacts TR-77 and TR-79. It also requests that Impacts TR-29 to TR-34 and TR-36 be expanded for AC34 2013 events and spectator estimates. The intent of the comment is unclear, as both AC34 2012 and AC34 2013 events are analyzed in the EIR. The commenter is referred to Chapter 5, Section 5.6, for the complete transportation impact analysis rather than to the impact summary table in Chapter 1. The impact analysis in Section 5.6 is organized to first present the complete impacts of the AC34 2012 events in Impacts TR-1 through TR-37 (pages 5.6-72 to 5.6-114), and then the complete impacts of the AC34 2013 events in Impacts TR-38 through TR-80 (pages 5.6-114 to 140). As described on pages 5.6-72 and 5.6-114 for AC34 2012 and 2013, respectively, both sub-sections are organized in the same way to address transportation impacts related to traffic, transit, bicycle, pedestrian, loading, emergency vehicle access, construction, and other special event impacts.

In response to Comment O-ACEC-215, the transportation impact analysis was conducted consistent with the methodology and guidelines set forth in the City of San Francisco Planning Department's 2002 Transportation Impact Analysis Guidelines for Environmental Review Guidelines (*SF Guidelines*). The scope of work was developed to include intersections that would be most likely affected by spectators traveling to and from the various AC34 venues. As shown on EIR Figure 5.6-3A through Figure 5.6-3C (pages 5.6-14 through 5.6-16), a total of 42 intersections primarily along the northern waterfront were selected for analysis. The type of mapping referred to by the commenter (i.e., maps showing anticipated traffic and pedestrian flows into the City to planned venues and affected neighborhoods) is not conducted as part of the transportation analyses in San Francisco, and would be difficult to portray since the geographic scope of the temporary AC34 events is spread out over the northern waterfront. Estimates of person trips and vehicle trips to the various landside locations associated with AC34 events for the weekday and weekend analysis scenarios are presented in Table 5.6-14 for AC34 2012 events and Table 5.6-15 for AC34 2013 events. Traffic volumes associated with the AC34 events for the four scenarios are presented for each study intersection in Appendix TR-8.

## TR-2b, Travel Demand – Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-NPS2-140  
A-CDPR-05

O-ACEC-185  
O-ACEC-204

O-TIRN2-39

- The commenter indicates that the travel demand estimates are not sufficiently supported or tailored to the sites, resources available, and other factors. [A-NPS2-140]
- The commenter states that the Draft EIR Improvement Measure I-TR-28, Advance Ferry Ticket Sales should not limit the number of visitors destined to Angel Island during event days to 1,000 people. [A-CDPR-05]
- The commenter states that the parking demand and transportation and circulation impacts at departure terminals and communities associated with trips to San Francisco by ferry be considered, and that “cold starts” be included in the air quality analysis. [O-ACEC-185, O-TIRN2-39]
- The commenter requests clarification on the trip origin of visitors from within San Francisco. [O-ACEC-204]

### Response TR-2b

In response to Comment A-NPS2-140, as indicated in EIR page 5.6-55, the travel demand estimates presented in the EIR are based on visitation estimates for AC34 that were prepared by the project sponsors, and the detailed analysis is included in Appendix PD-1 in the technical memorandum titled “*Analysis of Potential Visitation Patterns for America’s Cup 34*” (in Volume 4 of the EIR on pages PD1-3 to PD1-21). The report presents the methodology used to develop AC34 overall attendance estimates using a penetration rate method and then assigned visitors to specific areas based on best viewing, transit access, the race course layout, planned entertainment programming, and assumptions about marketing efforts to encourage visitors to go to programmed areas. As part of the work, the project sponsor’s consultants, AECOM, met with different entities participating in the planning efforts for AC34 to discuss their assumptions, methodology, and findings, including the America’s Cup Event Authority, America’s Cup Race Management, Port of San Francisco, the Planning Department, and NPS. The visitation results developed by AECOM represent the most comprehensive projections prepared to date, and were then used as input in developing the travel demand estimates for the EIR analyses.

In response to Comment O-ACEC-204, as noted above, visitation estimates for AC34 are detailed in the technical memorandum titled “*Analysis of Potential Visitation Patterns for America’s Cup 34*” (in Volume 4 of the EIR on pages PD1-3 to PD1-21). The geographic distribution of land spectators (i.e., those not in boats) considered Bay Area residents and tourists, and was based on a penetration rate analysis at a countywide level. Information related to specific clustering of trip origins within San Francisco, such as from Union Square versus Fisherman’s Wharf, is taken into account as part of the mode split analysis. Based on the countywide information included in the memorandum on the estimated origin of the AC34 spectators (i.e., Figure 8 in Appendix PD-1), and the number of

spectators at each of the landside study areas within San Francisco (i.e., Presidio, Crissy Field, Marina, Fort Mason, Aquatic Park, Fisherman's Wharf, and Northeast Embarcadero as presented in Figures 9 and 10 in Appendix PD-1), origin-destination matrices were developed for each analysis scenario. Because detailed information on the origin of spectators from San Francisco was not available, the analysis assumed that the numbers of San Francisco residents and tourists destined to the various landside study areas within San Francisco were distributed proportionally to all locations based on the total number of spectators projected at each location.

As noted on page 5.6-86 of the EIR, depending on the origin and destination of the transit trips, a portion of the visitors arriving from outside of San Francisco would be required to take a Muni line to their destination, and these trips were included in the San Francisco screenline analysis. Spectators driving to the San Francisco on event days were not assumed to take transit from the parking location to their destination. These visitors were assumed to either walk to their destination or utilize non-Muni shuttles, if provided, and would therefore not be part of the Muni transit screenline analysis. However, it should be noted that the AC34 transit service augmentation included in the People Plan provides connections between parking facilities and the San Francisco waterfront (e.g., the new E-Embarcadero historic streetcar would serve spectators parking at facilities south of China Basin Channel). In addition, the People Plan includes implementation of bicycle sharing nodes at parking facilities.

In response to Comment A-CDPR-05, the estimated daily spectators identified for Angel Island of 1,000 visitors in Table 3-7 on EIR page 3-39 does not imply that the total number of visitors to Angel Island would be limited to 1,000 visitors. The 1,000 visitors are related to AC34 spectators anticipated to view the races from Angel Island. These AC34 visitors would be in addition to those visitors that would travel to Angel Island for non-AC34 purposes, and therefore, it is anticipated that more than 1,000 visitors per day would access Angel Island. Improvement Measure 1-TR-28 is intended to suggest an efficient way to distribute tickets such that it would allow people to plan their travel in advance and therefore, lessen the potential for crowding. It is not intended to limit the number of people that could visit Angel Island. No change to the improvement measure or AC34 daily spectator projections would be necessary.

In response to Comment O-TIRN2-39 and O-ACEC-185, the mode of travel associated with trips to ferry terminals is not known, and would be a combination of drive-alone, drop-off, transit, bicycle, and walk to the terminal. Within San Francisco, the predominant mode of travel would be walking and transit. Since parking supply at the regional ferry terminals is limited and at or close to capacity on weekdays, the amount of additional parking demand associated with vehicle trips to transit facilities would also be limited. The additional vehicle trips would not substantially affect the air quality analysis presented in Section 5.8, Air Quality, of the EIR. The air quality impacts of operations of the AC34 facilities are presented in Impact AQ-4 and Impact AQ-5 on EIR pages 5.8-32 to 5.8-38, and were determined to be significant and unavoidable with mitigation.

## TR-2c, Study Area – Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-Presidio-05	A-SFPC-Anto-10	O-ACEC-195
A-MCCDA-18	O-ACEC-189	O-SFT-02
A-Sausalito-05	O-ACEC-190	O-WW-25

- The commenter asks why the intersection of Marina/Mason/Lyon was not included as a study intersection and asks that it be stated in the EIR if the reason was because it would be located in a restricted automobile access. [A-Presidio-05]
- The commenter indicates that the Draft EIR does not include analysis of the intersections of North Bridge Boulevard/Bridgeway and Southbound U.S. 101 Off-ramp/North Bridge Boulevard in Sausalito. [A-MCCDA-18]
- The commenter indicates that the Draft EIR does not include analysis of transportation impacts or improvement measures in Sausalito. The commenter also requests that City of Sausalito have the ability to comment on the final People Plan prior to adoption, and to develop an MOU with the City of San Francisco. [A-Sausalito-05]
- The commenter raises concerns regarding impacts to Crissy Field and other GGNRA areas, and states that the Draft EIR limits analysis to the City and County of San Francisco. [A-SFPC-Anto-10]
- The commenter raises concerns regarding adequacy of analysis of potential impacts at nearby neighborhoods and secondary viewing areas, and requests that estimates of visitorship for other events in San Francisco be included in the project description. [O-ACEC-189]
- The commenter requests information on how the People Plan is integrated into the project, and responsibility for funding. The commenter also requests information regarding visitorship to other special events and neighborhoods, and requests transportation analysis for nearby neighborhoods. [O-ACEC-190]
- The commenter raises concerns regarding adequacy of the mitigation measures that are incorporated into the People Plan, and intersections along Columbus Avenue and Lombard Street that currently experience congestion due to tourism and entertainment. [O-ACEC-195]
- The commenter raises concerns regarding potential impacts of AC34 events further afield from the waterfront. [O-SFT-02]
- The commenter indicates that the Draft EIR analysis should include an assessment of traffic conditions on the Bay Bridge and communities in the I-80 and I-580 corridors in Alameda and Contra Costa Counties. [O-WW-25]

## Response TR-2c

In response to numerous comments (A-SFPC-Anto-10, O-SFT-02, O-ACEC-189, O-ACEC 190, and O-ACEC-195), as described in EIR page 5.6-1, the transportation study area includes aspects of the transportation network that AC34 spectators would use in traveling to and from the event

sites. The impact assessment was conducted for the conditions in the vicinity of the event venues, as well as at secondary viewing areas in San Francisco and Marin County. The transportation impacts related to AC34 events are discussed in Impacts TR-16, TR-28, TR-30, and TR-32 for AC34 events in 2012, and Impacts TR-59, TR-71, TR-73, and TR-75 for AC34 events in 2013.

An increase in activity in some of the more popular City neighborhoods can be expected as a result of the AC34 events, although they would be temporary in nature and likely limited to peak race day events, approximately 6 of 20 event days during AC34 2012 events (30 percent), and 16 of 85 event days (19 percent) during AC34 2013 events. The commenters' examples of materials where tourist information is provided are noted, as are existing conditions associated with San Francisco tourist attractions, such as Lombard Street in Russian Hill. While it is likely that some spectators to AC34 events would also visit these other San Francisco attractions, the actual increase is difficult to determine, although past special events on the Bay, such as Fourth of July and Fleet Week have shown no substantial crowding at other locations away from the waterfront. In addition, since the AC34 events would occur on 20 days over a three-month period in 2012, and on 85 days over a three-month period in 2013, with varying levels of spectator attendance, any increases would vary depending on the event day and would be temporary. CEQA does not require analysis of existing activities unrelated to the proposed project that would continue to occur, as these activities are reflected in the baseline conditions.

Transportation impacts of travel demand associated with the AC34 events at secondary viewing areas within San Francisco are included in the discussion of AC34 2012 and AC34 2013 events. For both the AC34 2012 and AC34 2013 events, transportation impacts related to AC34 events at secondary viewing areas were determined to be less-than-significant on transit operations (Impact TR-28, Impact TR-71), on bicyclists (Impact TR-30 and Impact TR-73), and on pedestrians (Impact TR-32, Impact TR-75). Transportation impacts related to temporary increases in congestion at secondary viewing areas during AC34 2012 and AC34 2013 were identified in the EIR as a significant and unavoidable impact with mitigation.

As indicated in Table 5.6-11 on EIR page 5.6-57, during peak events on a weekend, about 3,000 spectators on a daily basis are anticipated to view the races from secondary viewing areas adjoining the project area during the AC34 2012 events, while the number of spectators on a daily basis is projected to be about 5,000 during the AC34 2013 events. The increase of up to 5,000 spectators would occur only during a few days during the three-month duration of the AC34 2013 events. The estimate of 5,000 spectators is the project-generated number of visitors, and not a cumulative (i.e., including other projects) number of visitors.

These spectators in secondary viewing areas within San Francisco would be distributed over a number of locations, including parks and open spaces such as Pioneer Park on Telegraph Hill, Alice Marble Tennis Courts, Ina Coolbrith Park, Russian Hill Park and Open Space, Alta Plaza, and Lafayette Park. Prior to peak event days, SFMTA and the San Francisco Recreation and Parks Department would promote the use of transit, bicycles, and walking as the primary mode of access to these hilltop sites, and on the event days would include planning and provisions for increased parking enforcement on the blocks surrounding these parks (see September 2011 People Plan). As noted above, prior special events on the Bay have not shown substantial



crowding at locations away from the waterfront. Furthermore, the AC34 2012 events, with expected 40 percent lower peak visitation than the AC34 2013 events, would serve as an early implementation test for the transportation management measures (including expanded parking enforcement) presented in the People Plan.

Due to the uncertainty in the desirability to view the events from these locations, the number of visitors during the peak day at each of these parks cannot be estimated. Direct comparison for this particular issue to conditions during the annual Blue Angels event is not applicable, as the spectator experience would be different (i.e., looking up into the sky at the jets over a broader area, versus viewing sailing activity within a designated race course on the water, programmed venues versus ship visitations). Figure 5 of Appendix PD-1 of the EIR summarizes estimates of daily attendance for key festivals and other special events; however, information on the number of visitors on a daily basis during large events is not available at the neighborhood level of detail requested by the commenter. The City does not have specific data on visitors to the various neighborhoods, Columbus Avenue in North Beach, Lombard Street in Russian Hill, Coit Tower, or during the arrival and departure of the Queen Mary that would be useful in refining estimates of spectators at various secondary viewing locations for AC34. Similarly, any available data from the visitor and convention bureau, City Tours, the Police Department, and other businesses and agencies would not provide any new meaningful data for purposes of projecting AC34 visitation or analyzing associated visitor-related impacts. It is anticipated that, given that the number of estimated out of town visitors to the AC34 events would be comparable to the number of available lodging rooms, to a large degree, the AC34 event spectators would either be or replace tourists visiting San Francisco, and would not be additive to the non-AC34-related tourists visiting the City during a typical year. Although some San Francisco neighborhoods are anticipated to experience increased visitor activity during AC34 events, the increase would be temporary and would be generally limited to a few peak weekend event days.

The People Plan is one of several implementation plans developed to support the AC34 events. The purpose of the various implementation plans is to provide comprehensive planning and coordination for the various aspects of the events. Development of the plans has been designed as an adaptive and iterative process to ensure the effectiveness and usefulness of the plans, such that additional details, refinements, and commitments described in the plans are provided as planning for the events evolves and the various phases unfold.

Specifically, the People Plan has been designed in concert with the environmental review process, whereas the EIR conservatively analyzes the transportation system under baseline conditions with and without implementation of the various measures identified in the People Plan. Final mitigation measures resulting from the analysis part of the environmental review process that are applicable to the People Plan would then be incorporated into and implemented as part of the final version of the plan to be implemented during the AC34 2012 events. The results of the programs tested during the AC34 2012 events would in turn inform and suggest refinements to the People Plan before the larger spectator crowds that are anticipated during the AC34 2013 events.

The September 2011 People Plan contains transportation management measures suggested by a commenter, including on-street parking restrictions, deployment of traffic control officers, roadway closures, and restricted access areas. With respect to the comments raised regarding funding and implementation of the People Plan, please see Section 12.2, Response GEN-2.

The impact of AC34 events on the transportation facilities serving the proposed project area was analyzed using the *SF Guidelines*. Project impacts were assessed by comparing existing conditions with the project to existing conditions without the project (i.e., an “Existing plus Project” conditions analysis). Since existing conditions include tourists traveling through the analysis locations, the analysis provided in the EIR reflects the request from the commenter to consider adding AC34 visitors to the base of known summer tourists and vehicles. A long-term future year “2035 Cumulative” conditions analysis was also conducted that assessed the long-term impacts of the Cruise Terminal project in combination with other development in the city (Section 5.6.3.7 on EIR pages 5.6-174 to 5.6-185).

Potential significant and unavoidable traffic impacts at signalized and unsignalized intersections are discussed in Impact TR-15 for AC34 2012 events, and Impact TR-58 for AC34 2013 events. Mitigation Measure M-TR-1 (People Plan Specific Provisions) in the EIR, which includes various measures to ensure transit use to limit the use of private autos for access, would reduce the temporary impacts, although not to less-than-significant levels. On page 7-11 in Volume 2 of the EIR, these impacts are summarized and incorporated into the first two bullets under Transportation Circulation.

As a staff-initiated text change, the EIR text on page 7-11, first paragraph of the second bullet under Transportation and Circulation, is revised as follows (deleted text is shown as ~~striketrough~~ and new text is underlined):

Significant and unavoidable level of service impacts at 18 signalized and unsignalized intersections plus other nearby intersections in the project area during AC34 2013 events during either weekday or Saturday midday conditions (including Embarcadero/Beach, Embarcadero/Broadway, Embarcadero/Howard, Embarcadero/Folsom, Embarcadero/Harrison, Embarcadero/Bryant, Fremont/Folsom, King/Third, King/Fourth, Lombard/Divisadero, Lombard/Fillmore, Bay/Laguna, Bay/Van Ness, Bush/Van Ness, Pine/Van Ness, Lombard/Van Ness, Lincoln/25th, Lombard/Lyon).

This revision does not change the analysis or conclusions presented in the EIR.

In response to O-WW-25, Section 5.6.3.3-Approach to Analysis, starting on page 5.6-46 of the EIR, describes how the study area for analysis of potential transportation project impacts was identified. The analysis of regional freeway operations was not performed based on an assessment of traffic operations on regional facilities during other special events. The results of the assessment are summarized in Table 5.6-7 (p. 5.6-48) and in Appendix TR-8.3-Transbay Traffic and Passenger Data. The analysis indicates that hourly traffic volumes on the San Francisco Oakland Bay Bridge and on the Golden Gate Bridge on special event days such as Independence day, Fleet Week weekend, or the San Francisco Giants World Series parade, are

comparable and generally lower than those of non-event days, and that total daily traffic volumes are also generally lower on event days than during non-event. This suggests that non-event bound travel that could occur during event days may be more flexible than the event traffic itself, and either does not materialize on event days, switches to public transportation, or self-diverts to other routes and facilities, possibly to avoid potential congestion in San Francisco. It is expected that similar characteristics would be exhibited as part of the AC34 events.

In response to Comment A-Presidio-05, the intersection of Marina/Mason/Lyon is located at the west end of Marina Boulevard and provides access to Crissy Field via Mason Street. It was not included as a study intersection since it is within the restricted vehicle area that would be implemented on high attendance event days.

In response to Comments A-Sausalito-05 and A-MCCDA-18, the EIR estimates of spectators (on pages 5.6-61 and 5.6-62) notes that up to 2 percent of all the daily person trips generated by AC34 would come to Sausalito, representing up to 685 vehicle trips during the midday weekend peak hour in 2013; up to 52 person trips would be on transit, walking or bicycle during the peak hour. The estimated vehicle trips would be distributed between the two access points to Sausalito, the southern access point at Alexander Avenue and the northern access at the Marin City/ Sausalito on-/off-ramps. At the northern access, the southbound U.S. 101 off-ramp to North Bridge Boulevard (continuing to Bridgeway) in Marin City has adequate ramp storage capacity and double left turn lanes onto Donahue Street, and the northbound U.S. 101 off-ramp to Bridgeway in Marin City also has adequate ramp storage capacity and two through lanes onto Bridgeway, and therefore it is unlikely that the addition of the AC34 vehicular demand would result in queues extending upstream from the intersection onto U.S. 101. Even though it is unlikely that these off-ramps would experience level of service degradation to unacceptable levels, as discussed on Draft EIR page 5.6-84 under Impact TR-16 for AC34 2012 events and on page 5.6-121 under Impact TR-59 for AC34 2013 event, vehicle trips generated by the events could potentially temporarily exacerbate congestion and reduce levels of service at key intersections. This could temporarily increase congestion at secondary viewing areas, such as Sausalito. The Draft EIR identifies this as a significant and unavoidable impact with mitigation.

The September 2011 People Plan identifies improvement measures that would affect those AC34 visitors in Sausalito, such as additional ferry service between the existing runs provided by Golden Gate Ferry between Sausalito and San Francisco, which is proposed for peak weekend race days (page 62 of the September 2011 People Plan) with capacity for 400 passengers plus bicycles, or the potential implementation of bicycle sharing programs outside San Francisco (page 39 of the September 2011 People Plan).

The City of San Francisco AC34 Team is working with Sausalito Police Department and other Marin County public safety agencies as well as the GGBHTD to discuss Sausalito's plan for AC34 crowd management. Meetings are ongoing with Marin County officials to discuss security and transportation management issues. See Section 12.2, Response GEN-1 for further discussion regarding coordination with Marin County agencies.

## TR-2d, Traffic Analysis – Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-NPS2-93

- The commenter indicates that the Draft EIR does not sufficiently assess the transportation networks most affected by AC34 activities that are away from the Cruise Terminal Project and does not sufficiently quantify some operational impacts. The commenter also indicates that significant impacts to traffic have the potential to seriously degrade transit efficiency. [A-NPS2-93]

### Response TR-2d

In response to Comment A-NPS2-93, 17 of the 42 study intersections were related to the Cruise Terminal project (EIR Figure 5.6-2 on page 5.6-4). The remaining 25 study intersections (or 60 percent) were included in the analysis to assess the impacts of the AC34 events and include locations in proximity to planned AC34 waterfront venues that are farther away from the proposed Cruise Terminal project. AC34-related traffic, transit, and other impacts were quantified as necessary for CEQA analysis purposes. In some instances, such as in secondary viewing areas, the analysis was done qualitatively but with sufficient detail to be able to establish the significance/non-significance of a potential transportation impact.

The commenter is correct in stating that traffic congestion at intersections associated with AC34 event-generated vehicle trips has the potential to result in significant impacts to transit operations; this condition has been identified in the EIR under Impact TR-26 (page 5.6-102) and Impact TR-69 (page 5.6-129). The EIR also identifies Mitigation Measure M-TR-1 (People Plan Specific Provisions), Mitigation Measure M-TR-26a (Barricade to Protect Transit Lanes), and Mitigation Measure M-TR-26b (Traffic Control Officers at Key Intersections) as ways to minimize the effects of traffic congestion on transit operations. Because the effectiveness of these measures is uncertain, the impacts have been designated as significant and unavoidable with mitigation.

## TR-2e, Transit Analysis – Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-Presidio-10  
O-ACEC-196

O-ACEC-198  
O-ACEC-202

O-ACEC-203  
O-ACEC-207

- The commenter suggests that Muni's 29-Sunset line be added to the Muni transit screenline analysis. [A-Presidio-10]
- The commenter refers the reader to comments O-ACEC-202 and O-ACEC-207 (see below). [O-ACEC-196]
- The commenter refers the reader to comment O-ACEC-202 and O-ACEC-207 (see below). [O-ACEC-198]

- The commenter raises concerns regarding the methodology used in conducting the transit screenline analysis, and requests additional analysis of the F-Market & Wharves and the proposed E-Embarcadero historic streetcar lines. [O-ACEC-202]
- The commenter raises concerns regarding the use of hourly transit ridership data obtained from SFMTA, the data used for transit capacity, and capacity utilization standard for Muni. [O-ACEC-203]
- The commenter requests that a line-specific analysis of the F-Market & Wharves and E-Embarcadero, such as was conducted for the Cruise Terminal project, be conducted for the AC34 project. [O-ACEC-207]

## Response TR-2e

In response to Comments O-ACEC-196, O-ACEC-198, O-ACEC-202, and O-ACEC-207, the transit analysis methodology, including the transit lines comprising the four Muni screenlines developed for the AC34 transit analysis, was reviewed with SFMTA Service Planning. The F-Market & Wharves historic streetcar (for baseline conditions) and the new E-Embarcadero (for conditions with mitigation) were included in the screenline analysis, since both of these lines would serve to bring spectators to the San Francisco waterfront.

The need for an analysis similar to that conducted for the Cruise Terminal was discussed with SFMTA Service Planning, and it was determined that during weekend events, the demand for service along The Embarcadero would exceed the available capacity of the F-Market & Wharves and the E-Embarcadero – although the extent of the exceedance would be difficult to determine (e.g., during the weekend analysis of peak event conditions, up to 131,000 spectators per day are projected to travel to the Northeast Waterfront and Fisherman’s Wharf areas). Since adding more streetcars to the segment of The Embarcadero north of the Ferry Building than proposed in the EIR (15 streetcars per hour each way, or one streetcar every four minutes) has been identified by SFMTA staff as not physically possible, the analysis suggested by the commenter would not reveal any additional impacts or result in additional mitigation measures beyond what is identified in the EIR.

In response to Comment O-ACEC-202, the F-Market & Wharves historic streetcar currently operates at more than 100 percent capacity utilization during peak periods in summertime. The issue of overcrowding on the streetcars is discussed on EIR pages 5.6-86 through 5.6-89. The number of spectators destined to the Fisherman’s Wharf and Embarcadero viewing areas that would use the historic streetcars to travel along The Embarcadero is difficult to determine given that the F-Market & Wharves line already operates at over 100 percent capacity utilization. It is anticipated that during the peak midday/afternoon period spectators would need to wait for one or more streetcars before being able to board, or might decide to walk instead.

Based on discussion with SFMTA Service Planning, the following discussion is revised in the EIR as part of Impact TR-17, in the last paragraph on page 5.6-86 and continuing on page 5.6-89 (new text is underlined):

The F-Market & Wharves historic streetcar service would serve visitors destined to the northern waterfront from the Castro and Civic Center areas, and would also provide supplemental service between the Ferry Building transit hub and venues in the Fisherman's Wharf vicinity. Currently the F-Market & Wharves line operates at 121 percent capacity utilization during the weekday p.m. peak hour (outbound) and 110 percent capacity utilization during the Saturday midday peak hour (inbound). The number of spectators destined to the Fisherman's Wharf and Embarcadero viewing areas that would use the F-Market & Wharves to travel along The Embarcadero is difficult to determine given that this line already operates at more than 100 percent capacity utilization. It is anticipated that ~~that~~ during the peak midday/afternoon period, potential riders would need to wait for one or more streetcars before being able to board, or might decide to walk instead.

The above edits do not result in changes to the impact analysis.

In response to Comment O-ACEC-203, SFMTA Service Planning provided the transit data for use in the EIR. The transit analysis methodology is presented on EIR page 5.6-52. SFMTA Service Planning provided "ridership per vehicle" data which was calculated by SFMTA based on actual trips (as opposed to scheduled trips). In order to develop hourly values for the peak hour analysis, per direction from SFMTA Service Planning, the peak hour service capacities of each line was estimated by multiplying the passenger capacity of each transit vehicle by the number of service trips obtained from the rotation sheets, and the peak hour ridership was estimated by multiplying the ridership per vehicle by the same number of service trips taken from the rotation sheets.

As described on EIR page 5.6-52, "Muni has established a capacity utilization standard of 85 percent, which was applied for assessment of the Cruise Terminal. For analysis of the temporary AC34 event impacts, a capacity utilization of 100 percent was used, since more congested conditions on transit are acceptable for temporary special event conditions. Capacity of supplemental transit service expected to be provided as part of the People Plan was based on proposed service levels and vehicle types." The use of 100 percent capacity utilization for analysis of event operations was determined in consultation with SFMTA Service Planning and limited to the AC34 analysis.

As a staff-initiated text change, the EIR text on page 5.6-52, first sentence of the first full paragraph is revised as follows (new text is underlined):

The existing a.m. and p.m. peak hour ridership was obtained from Muni monitoring data (September-October 2010 for Muni bus lines and July-August 2008 data for the F-Market & Wharves historic streetcar line).

This change clarifies the source of the transit data and does not result in changes to the impact analysis.

In response to Comment A-Presidio-10, Muni's 29-Sunset line connects the Bayview District of San Francisco with City College, Golden Gate Park and southwest corner of The Presidio, terminating near the intersection of El Camino del Mar/Lincoln Boulevard/25th Avenue. The line provides service along the south and west parts of the City and does not readily connect with any

of the primary or secondary race viewing areas identified in the analysis, and would require an extension through the Presidio to provide this access. One of the priorities in the People Plan's approach to augmenting Muni service is to utilize lines that are already known to connect with the main viewing sites, to reduce confusion and route uncertainty. As such, after discussions with SFMTA, the 29-Sunset line was not included in the screenlines analyzed in the EIR. However, as indicated on EIR page 5.6-62, Muni's 28-19th Avenue line, which parallels the 29-Sunset along the west side of the City and connects with The Presidio and the Marina District, and connects with BART and Muni Metro, was included as part of the Presidio/Crissy Field/Marina screenline and is considered in the People Plan for potential augmentation.

## TR-2f, AC34 People Plan – Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-NPS2-29	A-SFPC-Anto-04	O-NRDC-25
A-Presidio-13	A-SFPC-Anto-11	O-NRDC-26
A-Presidio-14	A-SFPC-Fong-02	O-ACEC-191
A-Presidio-15	A-SFPC-Mig-05	O-ACEC-226
A-Presidio-17	O-CNPS-09	I-Rose1-03
A-Presidio-18	O-FWCBD2-05	I-Rose2-02
A-Presidio-19	O-NRDC-06	

- The commenter indicates that the People Plan does not include sufficient detail in NPS managed areas to assess its adequacy as a mitigation measure. [A-NPS2-29]
- The commenter indicates that the Presidio Trust supports the provision of additional transit service to Crissy Field and the utilization of traffic control officers at the Lombard Gate. [A-Presidio-13]
- The commenter indicates that the Presidio Trust supports the extension of the 43-Masonic to the Main Post Transit Center and/or Crissy Field and the utilization of traffic control officers at the Arguello gate. [A-Presidio-14]
- The commenter indicates that the Presidio Trust supports the addition of Muni service into the Presidio in accordance to Mitigation Measure M-TR-17. [A-Presidio-15]
- The commenter indicates that the Presidio Trust supports the provision of direct AC Transit service from the East Bay to Crissy Field to be included in Mitigation Measure M-TR-19. [A-Presidio-17]
- The commenter supports the additional Golden Gate Transit service to the Golden Gate Bridge Toll Plaza discussed in Mitigation Measure M-TR-22 and suggests that the augmented PresidiGo service be used to connect the Plaza with Crissy Field. [A-Presidio-18]
- The commenter indicates the potential need for traffic control officers at key intersections along Mason Street in the Presidio. [A-Presidio-19]
- The commenter expresses concerns regarding transportation impacts, and encourages the provision of additional public transportation to the waterfront, including looking towards extending the new E-Embarcadero historic streetcar line from the Caltrain station down along the F-Market & Wharves historic streetcar line route along the waterfront. [A-SFPC-Anto-04]

- The commenter states that since there would be time to prepare for the AC34 events, and since the City has experience with moving large numbers of people destined to and from baseball games and other special events, they believe that the travel demand associated with the AC34 events could be adequately accommodated. [A-SFPC-Anto-11]
- The commenter lists a number of transportation measures that would be important to accommodate the AC34 travel demand, and identifies AC34 as an opportunity for improving the waterfront and the City. [A-SFPC-Fong-02]
- The commenter states that the extension of the historic streetcar service were to be extended to Fort Mason Center, it would be through a one-way tunnel, and therefore the capacity of transit service would be limited. [A-SFPC-Mig-05]
- The commenter requests restricting auto access in the viewing arc during AC34 events and providing additional transit service to the viewing areas. [O-CNPS-09]
- The commenter supports the efforts of the plan and would assist in distributing information about the plan measure and event to visitors to Fisherman's Wharf, and requests continued support in traffic control during peak seasons and during AC34 by SFMTA traffic control officers. The commenter would welcome permanent wayfinding signage to Fisherman's Wharf. [O-FWCB2-05]
- The commenter summarizes their specific transportation concerns related to implementation of transportation demand management measures, securing cooperation with regional transit agencies, and concerns regarding improving walking and bicycle facilities and pedestrian safety. [O-NRDC-06]
- The commenter states that the AC34 events would provide an excellent opportunity for San Francisco to implement transportation demand management measures, and recommends incorporating proposed parking prices into the parking demand calculations. [O-NRDC-25, O-ACEC-225]
- The commenter suggests that in order to alleviate the public's concerns regarding the environmental impact of the AC34 events, the City should work with the MTC to secure operations agreements with the various transit agencies. [O-NRDC-26, O-ACEC-226]
- The commenter raises concerns regarding agency coordination and implementation of the People Plan and other implementation plans, and states substantive details of the People Plan are not included in the Draft EIR. [O-ACEC-191]
- The commenter raises concerns regarding AC34 provisions for traffic and parking, and considers whether AC34 event traffic conditions would be similar to post-baseball game conditions. The commenter also recommends that the traffic control plan for the 1984 Olympics in Los Angeles be consulted. [I-Rose1-03, I-Rose2-02]

## Response TR-2f

A number of commenters incorrectly reference the number of event days and estimated attendance. As described in EIR pages 5.6-55 to 5.6-57, the number of visitors anticipated to view the event would vary depending on the day of week, weather, race schedule and position, interest in competing teams, and planned activities at the AC34 events. During the AC34 events, visitor attendance is projected to range from between 18,000 visitors on non-race days (i.e., visitors to the



AC34 Village) to between 400,000 and 500,000 visitors on a “super-peak race day” if a combination of favorable factors all fall upon a weekend day. For about 74 of the 85 days of the AC34 2013 events, daily visitor attendance is projected to be 100,000 visitors or less per day, and for about 62 of the 85 event days, daily visitor attendance is projected to be 50,000 visitors or less. The scale and duration of the AC34 2012 events would be less than for 2013, and visitorship would also be less. In 2012, for about 14 of the 20 days of AC34 events, daily visitor attendance is projected to be at or below 45,000 visitors per day. The People Plan – the transportation management implementation plan – would be structured such that the transportation network and services respond to the changing needs associated with the various weekday and weekend attendance levels.

Given the large number of spectators that would be anticipated during the peak event days, the People Plan is oriented to maximizing options for public transit, bicycling, walking, and minimizing use of private vehicle to access AC34 race events. Transit service to and along the waterfront would be increased on peak event days (see EIR pages 5.6-41 to 5.6-43), as would regional service into San Francisco. As indicated in EIR pages 5.6-43 and 5.6-44, during peak event days, the People Plan includes provisions for the potential closure of one or more northbound lanes of The Embarcadero to private vehicles between Howard and Bay Streets. Auto access would also be restricted along the northern waterfront (see Figure 5.6-9 on page 5.6-42); residents, authorized vehicles, and emergency response vehicles would continue to have access into and within the restricted access areas.

In response to Comment O-CNPS-09, the transportation plan for Golden Gate National Recreation Area is currently being developed with the NPS. However, the plan would also focus on minimizing the use of private vehicles to access AC34 viewing areas.

In response to Comment O-NRDC-06, O-NRDC-25, O-ACEC-191, and O-ACEC-225 the implementation plan for transportation, the People Plan, utilizes both transportation systems management and transportation demand management measures to accommodate the travel demand associated with the AC34 events, while maintaining acceptable conditions for residents, commuters, businesses, and visitors. The strategies identified in the People Plan favor walking, bicycling, and transit over the private auto, and parking management would be a key strategy in encouraging non-auto modes of travel on event days. Details related to location, pricing, scale and management of waterfront-adjacent and satellite parking facilities are currently being developed; however, the People Plan already identifies four key parking management strategies (Section 4.4.2 of the People Plan) to avoid overwhelming event neighborhoods, transit operations and bike lane near main viewing sites: i) pre-authorized permit parking requirements at City-owned street, lots and garages, ii) limited “early-in” access management at available, off-street parking facilities near the waterfront, iii) real-time occupancy information of general parking availability through the SFMTA’s *SFpark* program, and iv) the establishment of high-volume satellite parking facilities in locations away from the viewing sites combined with reliable and effective transit connections to the waterfront. The parking demand estimates presented on Table 5.6-16 on page 5.6-63 of the EIR were developed based on the *SF Guidelines* methodology, and represent the upper limit of the anticipated parking demand, and do not explicitly incorporate special event parking strategies. It is anticipated that coordinated special event

pricing strategies would be implemented for the City-owned public parking facilities, which would reinforce transit, rather than auto, as the predominant mode of travel to the AC34 events.

Subsequent to publication of the Draft EIR in July 2011, the City has confirmed preliminary agreements with the various scheduled transit operators to provide additional transit service during peak AC34 event days. This service is outlined on pages 30 to 35 of the September 2011 People Plan, and includes:

- Golden Gate Transit would augment two bus lines for peak weekend race day service (the 93 and 4 bus lines). These lines would both be configured to serve local drop-off/pick-up service in San Francisco, using the bus stops currently shared with Muni and already used for inbound drop-off and outbound pick-up. In addition, Golden Gate Ferry would provide additional high-speed boats during the peak weekend race days from Larkspur and Sausalito. (see page 30 and page 62 of the September 2011 People Plan)
- PresidiGo shuttle is proposed for augmented frequency and weekend service through San Francisco, meeting regular and augmented Golden Gate Transit and Muni services at the Toll Plaza. (see pages 67 and 68 of the September 2011 People Plan)
- AC Transit would augment the Berkeley (F) Route, the Oakland (NL) Route, and the Alameda (O) Route to provide extra service for peak weekend race days. In addition, the City is working with AC Transit on the feasibility of extending the existing route network beyond the temporary transbay terminal on weekends, considering that the primary spectator areas would be along The Embarcadero west to Crissy Field. (see page 32 of the September 2011 People Plan)
- SamTrans is considering augmenting the SamTrans 120 line to the Daly City BART station on peak weekend race days to provide additional transit service northbound during the morning period, and southbound during the afternoon period. (see page 32 of the September 2011 People Plan)
- BART would augment service to and from the East Bay and South Bay by providing additional cars to existing scheduled trains, and to run special “event” trains. Trip planning strategies for visitors destined to and from the San Francisco International Airport and the Oakland International Airport would be pursued by the City and BART, along with MTC. (see page 34 of the September 2011 People Plan)
- Caltrain would augment regular service with two extra weekend trains in each direction during peak weekend race days. (see page 35 of the September 2011 People Plan)
- WETA would run additional ferry service during peak weekend race days on the Vallejo, Alameda/Oakland, and Harbor Bay routes. In addition, limited event service may be available at the new Oyster Point ferry terminal in South San Francisco that is projected to be open by 2012. WETA is also considering providing limited event service to Treasure Island on the augmented Alameda/Oakland service, provided that ADA complying modifications can be made at Pier 1 at Treasures Island. (see page 63 of the September 2011 People Plan)
- Blue & Gold would augment regular service between San Francisco and Tiburon, as well as between San Francisco and Angel Island during the midday peak period on peak weekend race days.

The transit impact analysis and existing conditions for the regional transit operators is presented on Table 5.6-24 on EIR page 5.6-87 and Table 5.6-25 on EIR page 5.6-88. The weekday p.m. peak hour conditions for “Existing plus AC34 2012” and “Existing plus AC34 2013” indicate that the existing service would accommodate the additional weekday demand generated by the AC34 events, and additional transit service would not need to be provided. However, on peak weekend event days, under both AC34 2012 and AC34 2013 Saturday midday peak hour conditions, the overall regional screenlines (i.e., East Bay, North Bay, South Bay) and each transit operator within the screenline, would operate at capacity utilization of more than 100 percent.

Subsequent to publication of the Draft EIR, as part of the People Plan, the City confirmed preliminary agreements presented in Mitigation Measures M-TR-19 (Additional AC Transit Service), M-TR-20 (Additional BART Service), M-TR-21 (Additional WETA Service), M-TR-22 (Additional Golden Gate Transit Service), M-TR-23 (Additional Blue & Gold Service), M-TR-24 (Additional Caltrain Service), and M-TR-25 (Additional SamTrans Service), as summarized above, for supplemental service during peak weekend events. **Table 12.11-1** below compares the ridership and capacity utilization for the regional screenlines assuming existing transit capacity, to the capacity utilization with the additional service for the Saturday midday peak hour for AC34 2012 events and AC34 2013 events.

With implementation of the additional service during the AC34 2012 events, the capacity utilization for the Saturday midday peak hour would be less than 100 percent for the East Bay, North Bay, and South Bay screenlines, and all transit providers would operate at capacity utilization of less than 100 percent. Therefore, with implementation of the additional service outlined in the September 2011 People Plan, regional transit would operate within the 100 percent capacity utilization standard. However, since the provision of additional regional transit service is uncertain and not fully funded, transit impacts to regional service providers would be significant and unavoidable for the AC34 2012 events.

With implementation of the additional service during the AC34 2013 events, the capacity utilization for the Saturday midday peak hour would be less than 100 percent for the East Bay and South Bay screenlines. However, within the East Bay screenline, the capacity utilization for ferries would be 112 percent, and within the South Bay screenline, Caltrain/Oyster Bay ferry capacity utilization would be 111 percent, and SamTrans would be 131 percent. BART to and from the East Bay and South Bay would have excess capacity, and would be able to accommodate some riders from East Bay ferries, Caltrain, the Oyster Bay ferry, and SamTrans.

During the AC34 2013 events, the Saturday midday peak hour capacity utilization for the North Bay would be 147 percent, with capacity utilization greater than 100 percent for both buses and ferries, and a greater increase in transit service enhancements in the form of increased headways or additional routes would be required. Accordingly, the impacts for North Bay transit operators would remain temporary, but significant and unavoidable as identified in the Draft EIR under Impact TR-65 and Impact TR-66.

**TABLE 12.11-1**  
**REGIONAL RIDERSHIP AND CAPACITY UTILIZATION**  
**EXISTING PLUS AC34 PROJECT AND**  
**EXISTING PLUS AC34 PROJECT WITH MITIGATION MEASURES**  
**SATURDAY MIDDAY PEAK HOUR CONDITIONS**

Peak Hour	Existing plus AC34 Events			Existing plus AC34 Events with Mitigation Measures / September 2011 People Plan		
	Capacity	Ridership	% Utilization	Capacity	Ridership	% Utilization
<b>AC34 2012</b>						
<i>East Bay</i>						
BART	8,064	<b>10,152</b>	<b>126%</b>	16,128	10,152	63%
AC Transit	200	<b>280</b>	<b>140%</b>	464	295	64%
Ferries	688	<b>1,213</b>	<b>176%</b>	1,464	1,199	82%
	8,952	<b>11,646</b>	<b>130%</b>	18,056	11,646	64%
<i>North Bay</i>						
Buses	205	<b>281</b>	<b>137%</b>	509	412	91%
Ferries	2,580	<b>3,372</b>	<b>131%</b>	3,380	3,241	96%
	2,785	<b>3,652</b>	<b>131%</b>	3,889	3,652	94%
<i>South Bay</i>						
BART	8,547	<b>9,092</b>	<b>106%</b>	17,094	9,063	53%
Caltrain/Ferries	650	<b>1,288</b>	<b>198%</b>	1,700	1,318	78%
SamTrans	40	<b>76</b>	<b>190%</b>	80	76	95%
	9,237	<b>10,456</b>	<b>113%</b>	18,874	10,456	55%
<b>AC34 2013</b>						
<i>East Bay</i>						
BART	8,064	<b>14,632</b>	<b>181%</b>	16,128	14,632	91%
AC Transit	200	<b>399</b>	<b>200%</b>	464	429	92%
Ferries	688	<b>1,673</b>	<b>243%</b>	1,464	<b>1,644</b>	<b>112%</b>
	8,952	<b>16,704</b>	<b>187%</b>	18,056	16,704	93%
<i>North Bay</i>						
Buses	205	<b>443</b>	<b>216%</b>	509	<b>877</b>	<b>133%</b>
Ferries	2,580	<b>5,290</b>	<b>205%</b>	3,380	<b>5,056</b>	<b>150%</b>
	2,785	<b>5,733</b>	<b>206%</b>	3,889	<b>5,733</b>	<b>147%</b>
<i>South Bay</i>						
BART	8,547	<b>13,938</b>	<b>163%</b>	17,094	13,865	81%
Caltrain/Ferries	650	<b>1,811</b>	<b>279%</b>	1,700	<b>1,883</b>	<b>111%</b>
SamTrans	40	<b>105</b>	<b>262%</b>	80	<b>105</b>	<b>131%</b>
	9,237	<b>15,853</b>	<b>172%</b>	18,874	15,853	84%

<sup>a</sup> Conditions exceeding 100 percent capacity utilization are highlighted in **bold**.

1. Reflects transit service in September 2011 People Plan

SOURCE: SFMTA, Planning Department, Adavant Consulting/LCW Consulting, 2011

In response to Comments A-SFPC-Anto-04 and A-SFPC-Mig-05, the September 2011 People Plan includes substantial increases in transit service to and from, as well as along, the waterfront to accommodate the transit demand associated with peak event days. As noted by the commenter, the extension of the F-Market & Wharves historic streetcar from Fisherman's Wharf to San Francisco Maritime National Historical Park and on to Golden Gate National Recreation Area, ending at Fort Mason Center, is unlikely to be completed in time for AC34 2012 or AC34 2013 events. On March 18, 2011 the National Park Service issued a Draft EIS for the tunnel project. Because the federal environmental review process is projected to be complete no earlier than 2012, the potential for completing the review and implementing the service in time for the AC 2013 events is unlikely.

With respect to Comment A-SFPC-Anto-11, the commenter summarizes the number of AC34 event days, presents a comparison to baseball season, and indicates that the transportation needs of the AC34 events can be managed. The comment is acknowledged. No response is necessary.

As indicted in Comment A-SFPC-Fong-02, the People Plan is oriented to maximizing options for public transit, bicycling, walking, and minimizing use of private vehicles to access AC34 race events.

With respect to Comment O-FWCBD2-05, the commenter's support of the plan is noted, and the request for permanent wayfinding signage to Fisherman's Wharf has been forwarded to SFMTA. Additionally, the Fisherman's Warf Public Realm Plan proposes implementation of a dynamic wayfinding signage plan to ease access to existing off-street parking facilities. Implementation of the this Plan parking signage program would result in the installation of 41 signs throughout the Plan Area.<sup>1</sup> It is anticipated that traffic control officers would be a key traffic control strategy for the Fisherman's Wharf area, in order to protect the transit right-of-way on Jefferson Street, and to facilitate pedestrian flow in the area.

In response to Comment O-NRDC-26 and O-ACEC-226, as described in the September 2011 People Plan, the City would continue to work with MTC and the regional transit operators to finalize preliminary service agreements for AC34, and to promote the use of the Clipper Card as a regional-to-local fare card.

In response to Comments I-Rose1-03 and I-Rose2-02, the experience/lessons learned from the 1984 Olympics in Los Angeles were consulted in developing the People Plan. As indicated on EIR page 5.6-44, during the peak event days auto access restrictions would be implemented north of Bay Street and north of Chestnut Street to reduce congestion on the streets in the vicinity of the waterfront.

With respect to Comment A-NPS2-29, which states that the People Plan does not include sufficient detail in the NPS managed areas to assess its adequacy as a mitigation measure, it is

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<sup>1</sup> Fisherman's Warf Public Realm Plan Project, Final Amended Mitigated Negative Declaration, August 30, 2011, San Francisco Planning Department, Case No. 2010.0256E.

anticipated that GGNRA and NPS would provide guidance as part of the NEPA analysis as to measures that are typically implemented to accommodate a large number of visitors. The September 2011 People Plan does not envision transit service entering NPS managed areas such as Crissy Field, Fort Point or West Bluff which would be crowded and could impede transit vehicles from reaching their destinations or returning back to pick up additional passengers. Rather, transit and shuttle services would drop off and pick up passengers at the edges of the major viewing areas (Crissy Field, Aquatic Park, etc.), with visitors expected to walk the rest of the way. An exception would likely be the PresidiGo service connecting the Presidio Main Post area with Crissy Field, given the proposed closures of Halleck and Marshall Streets as part of the Doyle Drive reconstruction project. The September 2011 People Plan calls for additional coordination with transit providers to take place as part of the ongoing planning process (see page 21 of the September 2011 People Plan).

Comments from the Presidio Trust (A-Presidio-13, A-Presidio-14, A-Presidio-15, A-Presidio-17, A-Presidio-18, and A-Presidio-19) expressing support for the mitigation measures included in the Draft EIR, and recommendations to improve transit service to the Presidio waterfront are noted. The provision of traffic control officers at key intersections is identified in the EIR as Mitigation Measure M-TR-26b (Traffic Control Officers at Key Intersections); the deployment of the officers to specific locations would be determined by SFMTA as part of the People Plan implementation protocols based on its operational needs and resource availability. The Presidio Trust's identified need for traffic control officers at the Lombard Gate and along Mason Street would be taken into consideration. The City is continuing its work with the Presidio Trust and the National Park Service to enhance transit access to the Presidio and Crissy Field:

- The September 2011 People Plan identifies Muni's 43-Masonic line for consideration as a second tier transit enhancement for reinforced service during weekend peak event days. The 43-Masonic serves both the Presidio and Fort Mason. Similar calls for extending the 44-O'Shaughnessy have been presented to SFMTA during the preparation of the People Plan, but as with the discussion of the 29 Sunset, the People Plan proposes to augment lines that serve viewing suites. Therefore, the extension of the 44-O'Shaughnessy into the Presidio is not currently being considered (see page 29 of the September 2011 People Plan).
- The September 2011 People Plan indicates that Golden Gate Transit proposes augmenting the 4 and 93 bus lines for peak weekend race-day service (and potentially for peak weekday race-day if needed) to serve local drop-off/pick-up service in San Francisco, using the bus stops currently shared with Muni and already used for inbound drop-off and outbound pick-up (see page 30 of the September 2011 People Plan).
- In the September 2011 People Plan notes that AC Transit is exploring the feasibility of extending the existing route network beyond the Temporary Terminal north of Market Street on weekends, including Crissy Field, to increase the likelihood of spectators using Transbay bus service to these locations without having to transfer (see page 31 of the September 2011 People Plan).

## TR-2g, Overlapping Special Events – Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-GGBHTD-20

A-Sausalito-08

O-ACEC-216

- The commenter requests that the City refrain from scheduling important races on days that coincide with other special events that would exacerbate impacts on traffic and transit capacity. [A-GGBHTD-20]
- The commenter requests for an analysis of the construction timing of the planned reconstruction of the Sausalito Ferry Terminal by the GGBHTD with respect to effects on the AC34 events. The commenter also asks that the potential effects of the AC34 on the Sausalito Art Festival, which takes place during the Labor Day weekend, be incorporated into the People Plan. [A-Sausalito-08]
- The commenter raises concerns regarding the need for analysis of the potential of an AC34 event overlapping with a San Francisco Giants pennant race game. [O-ACEC-216]

### Response TR-2g

In response to Comment A-GGBHTD-20 and O-ACEC-216, the potential transportation impacts related to other special events (such as the San Francisco Giants ballgames, Fourth of July Fireworks Events, Sunday Streets, Sausalito Art Festival) overlapping with AC34 events are disclosed in the EIR in Impact TR-37 for AC34 2012 events (on pages 5.6-113 to 5.6-114) and Impact TR-80 for AC34 2013 events (on pages 5.6-138 to 5.6-140). Mitigation Measure M-TR-1a (Traffic Monitoring and Management Program) would require that the schedule for the AC34 events be coordinated with other events as part of the People Plan, with respect to timing, and provision of additional transit service, as well as traffic and parking management strategies. A draft schedule of potential overlap of the AC34 2012 and AC34 2013 events in combination with other major special events in the Bay Area is included in EIR Appendix TR-8.6.

It would not be possible for the AC34 events to overlap with baseball playoff games, as these games occur after the regular baseball season in October, and thus, if held in those years, would occur following the completion of the AC34 events in both 2012 and 2013. As indicated on EIR page 5.6-55, the number of spectators anticipated to attend AC34 events on weekdays would be substantially lower than on weekends, and therefore, a weekday race (about 50,000 daily spectators), combined with a sell-out game at AT&T ballpark (about 41,500 spectators) would still be less than the peak event analyzed for AC34 weekend conditions.

Mitigation Measure M-TR-1 (People Plan Specific Provisions) would serve to reduce the amount of congestion by implementing a Traffic Monitoring and Management Program, a Transit Operating Plan, a Satellite Parking Facility Program, and a Public Information Program. Implementation of Mitigation Measure M-TR-1d (Public Information Program) would alert the public to the transit service and roadway conditions, and the possibilities of delays due to overlap of special events. Additionally, the People Plan would provide for a strategy to coordinate the AC34 2012 and AC34 2013 events with other special events.

In response to Comment A-Sausalito-08, the Golden Gate Bridge Highway & Transportation District (GGBHTD) is planning to replace the passenger ferry boarding platform at the Sausalito Ferry Terminal to enhance ADA accessibility to the vessels, better accommodate bicycle boarding, and improve overall efficiency of operations and on-time departures. The construction schedule for this improvement has not yet been finalized, but it is likely that construction would start in the fall of 2013, and therefore would not affect or be affected by AC34 events.

## **TR-2h, Cumulative Analysis – Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-NPS2-174

O-WW-24

- The commenter requests that crowding in the Crissy Field Area be analyzed as a cumulative effect in the CEQA and NEPA documents. In addition the commenter asks that the transportation analysis include an analysis of the combined effects that the additional AC34 traffic plus closure of local roads due to the Doyle Drive Reconstruction project would have on Mason Street for visitors/employees of existing programs, emergency access, and park operations. [A-NPS2-174]
- The commenter states that the cumulative analysis is legally defective because it focuses on year 2035 conditions and excludes the impacts of the race events in 2012 and 2013. In addition the reference to near-term impact analysis lacks a page cross-reference. [O-WW-24]

## **Response TR-2h**

In response to Comment A-NPS2-174, the transportation analysis conducted for the EIR assumes that general traffic would not be allowed on Marina Boulevard and Mason Street on high attendance days to provide additional room for the expected crowds, increase safety and minimize vehicular conflicts. The September 2011 People Plan (page 58 of this plan) identifies that these restrictions would allow public vehicles (e.g., police, fire, transit) and other authorized vehicles to access these streets as needed. To facilitate access to Crissy Field and the Marina, and to minimize the effects of crowding, the September 2011 People Plan identifies three elements (page 65 of this plan):

- Measures to secure universal access to Crissy Field from the Presidio Main Post during the construction of the Doyle Drive project throughout the summers of 2012 and 2013, as feasible and in coordination with Caltrans, the National Park Service, and the San Francisco County Transportation Authority.
- Evaluation of and, as needed to ensure high visibility and clarity, the repainting through SFMTA coordination of the Marina Boulevard crosswalks at Baker, Broderick and Mason Streets in advance of the AC34 2012 events.
- Coordination with traffic calming projects in conjunction with the Doyle Drive construction project at Mason Street and Marina Boulevard near Crissy Field and the parking lots used to serve the existing Exploratorium in advance of the AC34 2012 events.

In response to Comment O-WW-24, the transportation cumulative analysis in the EIR (Section 5.6.3.7, starting on page 5.6-174) evaluates conditions in the year 2035, and as such does



not include the effects of the AC34 races that would have taken place more than 20 years prior. It does, however, include the travel demand associated with the long-term development rights that could be awarded to the Event Authority under the Host Agreement with the City.

To clarify the location of the near-term analyses, the EIR text on page 5.6-175, first sentence, is revised as follows (deleted text is shown as ~~striktthrough~~ and new text is underlined):

Cumulative impacts associated with near-term projects occurring during the construction and operational period of the AC34 project ~~are have been~~ discussed ~~above-under in~~ Section 5.6.3.4-AC34 Events and Cruise Terminal Impacts and Mitigation Measures, starting on page 5.6-72.

These revisions do not change the analysis or conclusions presented in the EIR.

### **TR-2i, Administrative Draft Comments – Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

O-ACEC-177

- The commenter expresses their frustration that comments on the Administrative Draft were not incorporated, and suggests that mitigations were purposely vague, and mitigations may have been excluded from the EIR due to costs. [O-ACEC-177]

### **Response TR-2i**

Each comment provided by the commenter on the second administrative draft of the Draft EIR was reviewed and incorporated as determined appropriate by the Planning Department. Changes between the second administrative draft and the Draft EIR were also based on SFMTA's comments regarding the analysis and potential mitigation measures. Cost was not a consideration in the development of the transit plan improvements for the AC34 events and mitigation measures, and as such, no transit improvements or mitigation measures were omitted from the Draft EIR to avoid costs. See also Section 12.3, Response INT-4 regarding review of administrative draft comments.

The transit analysis was based on information provided by SFMTA, and it was reviewed by SFMTA transit planners. The comment does not provide specifics regarding details related to “understanding of capacity issues,” however, Section 12.11.3, Response TR-2e provides additional information on methodology for the transit analysis.

### **TR-2j, NPS Issues – Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-NPS2-87  
A-NPS2-90

A-NPS2-91  
A-NPS2-92

A-NPS2-203

- The GGNRA is unable to adequately assess the transportation impacts of AC34. [A-NPS2-87]
- The commenter indicates that the transportation impacts on NPS lands are not analyzed which represents a deficiency in the Draft EIR. [A-NPS2-90]
- The commenter states that impacts analysis on NPS property should include primary and secondary impacts. [A-NPS2-91]
- The commenter indicates that the Draft EIR identifies several impacts as significant and unavoidable, as well as significant and unavoidable with mitigation, and states that these findings will not be consistent with an Environmental Assessment (EA) under NEPA. [A-NPS2-92]
- The commenter requests that the EIR analyze the impacts caused by additional AC34 traffic and parking demand on existing uses/visitors at Fort Baker given that the existing parking is fully utilized on weekends and Satterlee Road is planned to be under construction. The commenter suggests mitigation measures such as additional transit service or expediting the reconstruction of Satterlee Road. [A-NPS2-203]

## Response TR-2j

In response to Comments A-NPS2-87, A-NPS2-90, and A-NPS2-91, the EIR adequately considers the environmental impacts to inform the public and CEQA decision-makers. An Environmental Assessment (EA) is currently underway for those lands under Federal jurisdiction, which will contain additional information for NPS-managed areas, to inform the public and NEPA decision-makers. See Section 12.3, Response INT-2, for further discussion regarding the relationship between the CEQA and NEPA environmental review processes.

In response to Comment A-NPS2-92, the findings presented in the EIR are consistent with CEQA and Chapter 31 of the San Francisco Administrative Code. Impact conclusions in the EIR are classified as “less than significant,” “less than significant with mitigation,” “significant and unavoidable,” or “significant and unavoidable with mitigation,” which are defined in Section 5.1.2 on EIR page 5.1-3. An Environmental Assessment (EA) is currently underway for those lands under federal jurisdiction, which will identify impacts under NEPA guidelines, if any.

In response to Comment A-NPS2-203, the EIR analyzed potential impacts in the Fort Baker area by evaluating traffic conditions at the intersections of Alexander Avenue/Bunker Road and Alexander Avenue/East Road. The analysis identified that the impacts of the additional AC34 event traffic at these two intersections would be less than significant. However, the EIR identified the potential for significant impacts on traffic operations within Fort Baker and the Marin Headlands (Impact TR-16 and Impact TR-59). The September 2011 People Plan (page 18 of this plan) calls for the City staff to coordinate with the National Park Service (NPS) to develop environmental and transportation strategies relating to increased visitor demand at venue sites, including Fort Baker. Transportation management strategies would be similar to those already deployed by NPS at the Marin Headlands and Fort Baker on high attendance days such as Independence Day and Fleet Week weekend days. As part of these strategies, a schedule could be developed for the upcoming reconstruction of Satterlee Road that minimizes overlap between

construction work and peak race event days (which would generally occur on weekends, when roadway construction would generally not occur). The commenter is correct in that the added parking demand generated by AC34 would overflow the existing supply, particularly when the existing utilization is considered. However, parking deficits are considered to be social effects, rather than impacts on the physical environment as defined by CEQA (page 5.6-169) and therefore are not considered significant impacts.

#### 12.11.4 AC34 Traffic Impacts [TR-3]

This topic is further subdivided into the following sub-topics:

- TR-3a, General Traffic Impacts
- TR-3b, Presidio and GGNRA Areas
- TR-3c, Restricted Access Areas
- TR-3d, Northbound The Embarcadero Closure
- TR-3e, Additional Street Closures

#### TR-3a, General Traffic Impacts – Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-Belvedere-03	O-ACEC-205	I-Gilbert-03
A-Belvedere-04	O-ACEC-217	I-Whitaker-01
A-MCCDA-01	O-ACEC-219	
A-Tiburon-02	O-ACEC-224	

- The commenter raises concerns regarding the increase in vehicle trips in Tiburon, increased congestion impacting transit operations, and responsibility for funding the mitigation measures as well as the party responsible for implementing them. [A-Belvedere-03]
- The commenter raises concerns regarding the increase in vehicle trips in Belvedere impacting emergency vehicle access. [A-Belvedere-04]
- The commenter states that with the AC34 project, the intersections of North Bridge Boulevard/Bridgeway and Southbound U.S. 101 Off-ramp/North Bridge Boulevard would operate at LOS F conditions. In addition, the commenter presents recommendations for providing maps of potential viewing areas, parking for shuttles and carpools, coordinating shuttles with public transit, and providing directional signage. [A-MCCDA-01]
- The commenter raises concerns regarding the increase in vehicle trips in Tiburon, and the lack of mitigation measures in the Draft EIR or the People Plan to address impacts, including cost of implementing the mitigation measures. The commenter also indicates that the Draft EIR should estimate the number of vehicles and bicycle trips in Tiburon during the AC34 events, as well as evaluate the adequacy of ferry services to San Francisco for cyclists. [A-Tiburon-02]
- The commenter requests additional information on how vehicular traffic was reassigned due to closure of eastbound Mission Street to accommodate the additional historic streetcar service during peak AC34 event days. [O-ACEC-205]

- The commenter raises concerns regarding increased traffic congestion, and indicates the need for a regional transportation plan and a congestion management district in the northeast quadrant of San Francisco. [O-ACEC-217]
- The commenter identifies various measures for inclusion in the Traffic Monitoring and Management Plan. [O-ACEC-219]
- The commenter requests analysis of the impacts of the AC34 events on freeways, and the use of the San Francisco local hiring ordinance as a means of reducing vehicular travel demand associated with workers. [O-ACEC-224]
- The commenter raises concerns regarding the impact of tourism and special events on the ability of residents to drive around the city, and requests that the tourism and special events not subjugate the concerns and convenience of residents. [I-Gilbert-03]
- The commenter raises concerns regarding traffic congestion, and suggests that a congestion charge be considered for Treasure Island and downtown San Francisco. [I-Whitaker-01]

### Response TR-3a

Comment O-ACEC-205 refers to the following statement on page 5.6-43 of the EIR, “The provision of new E-Embarcadero service would require the closure of eastbound Mission Street between Steuart Street and The Embarcadero for staging of F-Market & Wharves streetcars for the shuttle service.” The traffic movements that would no longer be possible due to the one-block Mission Street closure (approximately 250 vehicles during the weekday p.m. peak hour and 320 during the Saturday midday peak hour) were assumed to disperse over multiple streets prior to reaching The Embarcadero, for example Main Street for northbound destinations and Beale, Steuart and Spear Streets for southbound destinations, potentially reaching The Embarcadero via Washington or Howard Street. The vehicle re-routing was also affected by the assumed closure of the northbound The Embarcadero lanes on weekends. The rerouted traffic volumes were then analyzed at the affected intersections. The closure of Mission Street between The Embarcadero and Steuart Street would affect intersection operations at the study intersections of Embarcadero/Mission, Embarcadero/Washington and Embarcadero/Howard.

Comment I-Gilbert-03 request that the Planning Commission consider the concerns and convenience of the residents during special events is acknowledged.

In response to Comment O-ACEC-217 and I-Whitaker-01, implementation of congestion pricing for the AC34 events would not be possible prior to the events. The SFCTA’s Mobility, Access and Pricing Study (MAPS) found that while congestion pricing would be a feasible way of meeting San Francisco’s goals for sustainable growth, a decision of whether or not to implement congestion pricing is still two to three years away, following additional study and outreach. If that decision is made, congestion pricing would not likely be implemented in San Francisco before 2015. The state legislature authorized the use of congestion pricing for Treasure Island/ Yerba Buena Island in 2008 (Chapter 317, Stats. of 2008), and congestion pricing is part of the development program for Treasure Island. The Treasure Island Transportation Management Agency (TITMA) would administer the variable congestion pricing fee to residents of the islands

for accessing the Bay Bridge during peak periods. However, whether congestion pricing for Treasure Island would be in place at the time of the AC34 events is unknown.

AC34 would be a temporary event, with the majority of the event days generating fewer than 100,000 spectators per day distributed along the San Francisco Bay waterfront. The People Plan would be structured such that the transportation network and services respond to the changing needs associated with the various weekday and weekend attendance levels, and is oriented to maximizing options for public transit, bicycling, walking, and minimizing use of private vehicle to access AC34 race events. Specifically, the September 2011 People Plan states that, “the City has sought and will seek to seed the strategies set forth in the People Plan with a measure of adaptability to allow for the strategic deployment of a finite amount of transportation resources across the spectrum of transportation demands associated with the Events in accordance with the expected demands of each day, while essentially maintaining current transportation levels of service in the City and Bay Area. As a planning matter this effort includes the use of the AC34 2012 events as a pilot or testing ground for the strategies that will be employed more widely for the AC34 2013 events, which would be of longer duration and would generate greater spectator interest than the AC34 2012 events. On an ongoing basis this effort will include the monitoring and analysis of transportation demands and potential opportunities, so that informed decisions can be made on a day-to-day or hour-to-hour basis to foster the provision of the most effective transportation and universal access options to the widest range of users.

For initial planning purposes, all of the days during which the AC34 events would take place would be allocated into five or six prototypical plan implementation days so that the transportation resources can be more adequately planned for and deployed. Initial attendance estimates, modal shares, arrival/departure profiles, and so forth will be developed in the coming months for these prototypical days, which will serve as initial planning guidelines. The expected attendance characteristics of these days will be further refined as the race schedule is better defined, and additional prototypical days could also be added to this initial list. In addition, the planning efforts and lessons learned from the AC34 2012 events will serve to further define the types and characteristics of such days.”

The People Plan includes strategies for local and regional travel, as it relates to accommodating AC34 event travel demand.

In response to Comment O-ACEC-219, which identifies various measures for inclusion in the Traffic Management and Management Plan:

- EIR pages 5.6-43 to 5.6-45 describe the northbound The Embarcadero travel lane closures and the restricted access areas that would be implemented. As noted in Response TR-3d below, the September 2011 People Plan includes the closure of only the northbound right lane and the parking lane to private vehicles for a portion of the day between Howard Street and Jefferson Street. The commenter’s request to close additional streets including those providing access to Telegraph Hill and to Pioneer Park, and Lombard Street between Larkin and Leavenworth Streets on race days would be considered by SFMTA when developing the implementation plans as part of the People Plan, however, at this time, it is not anticipated that these streets would need to be closed.

- As noted above, implementation of congestion pricing for the AC34 events would not be possible prior to the race events.
- Comparison of the spectator demand to the number of seats provided at the event venues would not result in an unmet demand that would need to be accommodated in the nearby neighborhoods, as suggested by the commenter, because it is anticipated that the majority of spectators would be standing and walking along the waterfront to view the races.
- Traffic control officers would be deployed to manage vehicle, bicycle, and pedestrian traffic flow, however, Mitigation Measure M-TR-26b identifies additional needs for traffic control officers to maintain traffic at key intersections.
- Impact TR-58 on EIR page 5.6-121 identifies the potential for increase in traffic, particularly on weekend race days on the north facing slopes of the Presidio, Pacific Heights, and Russian Hill.

In response to Comment O-ACEC-224, Section 5.6.3.3-Approach to Analysis, starting on page 5.6-46 of the EIR, describes how the study area for analysis of potential transportation project impacts was identified. The analysis of regional freeway operations was not performed based on an assessment of traffic operations on regional facilities during special events. See Section 12.11.3, Response TR-2c above, for additional information related to the assessment of traffic conditions on regional facilities. The commenter's suggestion to apply the San Francisco local hiring ordinance as a means to reduce the vehicular flow of commuting workers into the City is noted. The effects of the local hiring ordinance have not been studied to determine whether it could have an impact on vehicular traffic flow.

In response to Comment A-Tiburon-02, Table 5.1-1 (p. 5.1-8) of the EIR estimates that up to 1,200 visitors per day would come to Tiburon on an average peak race weekend day when about 334,000 spectators per day are estimated to view the AC34 2013 races. This daily travel demand translates into 164 vehicle trips and 14 transit plus bicycle person trips during the midday peak hour (Table 5.6-15, page 5.6-62) to the Tiburon/Belvedere area (this travel demand does not incorporate the potentially beneficial effects of the public outreach campaign to be undertaken as part of the People Plan that would discourage the use of the private automobile). For the majority of weekend days, and during weekday race days, the travel demand associated with AC34 in Tiburon would be substantially lower. The EIR did not conduct a quantitative analysis of the additional vehicle trips. Peak hour traffic data for 2010 collected by Caltrans indicates that peak hour traffic on Tiburon Boulevard (SR 131) varies from 2,700 vehicles per hour near U.S. 101, to 600 vehicles near Main Street.<sup>2</sup> The addition of 164 vehicle trips would not be expected to result in a significant traffic impact given that it represents about six percent of the total peak hour volume on Tiburon Boulevard at its most congested location near U.S. 101. While significant traffic impacts are not anticipated in Tiburon, the Draft EIR does acknowledge that the AC34 events could result in temporary congestion levels at secondary viewing areas. As discussed on Draft EIR page 5.6-84 under Impact TR-16 for AC34 2012 events and on page 5.6-121 under Impact TR-59 for AC34 2013 events, the vehicle trips generated by the events would be

<sup>2</sup> <http://traffic-counts.dot.ca.gov/2010all/2010AADT.xlsx>; accessed October 25, 2011.

distributed among multiple locations, and could potentially temporarily exacerbate congestion and reduce levels of service at key intersections. The Draft EIR identifies this as a significant and unavoidable impact with mitigation. The effects of the additional bicyclists and ferry riders have not been identified as a significant impact, and would be minimized by the implementation of Improvement Measure I-TR-28 (Advance Ferry Ticket Sales), as described on pages 5.6-104 and 5.6-130 of the EIR.

In response to Comments A-Belvedere-03 and Belvedere-04, it is not anticipated that the number of vehicle trips destined to and from the secondary viewing areas would substantially affect roadway operations within Belvedere greater than typical peak weekend days would affect traffic operations. The EIR estimates that up to 164 vehicle trips during the weekend midday peak hour in 2013 would travel to secondary viewing areas in both Tiburon and Belvedere. For the majority of weekend days, and during weekday race days, the travel demand associated with AC34 in Belvedere would be substantially lower. The addition of up to 164 peak hour vehicle trips distributed among secondary viewing areas in Tiburon and Belvedere would not substantially affect traffic operations, transit operations, typical commute patterns into the Tiburon Peninsula, or emergency vehicle access. Therefore, mitigation measures are not required. However, the City is coordinating with Marin County communities with respect to security and transportation strategies that would be employed during AC34 events to address potential increases in tourism in Marin. It should be noted that since publication of the Draft EIR and as described in Chapter 11, the primary race area is identified in the southern part of the maximum race area under the AC34 Project Variant, which would make Belvedere a less attractive area from which to view the races, and therefore the number of vehicles destined to and from Belvedere would likely be less than what is reported in the Draft EIR. Please see Section 12.2, Response GEN-2 regarding funding of AC34 mitigation and improvement measures.

In response to Comment A-MCCDA-01, the EIR estimates (on pages 5.6-61 and 5.6-62) that up to 2 percent of all the daily person trips generated by AC34 would travel to Sausalito representing up to 685 vehicle trips during the midday weekend peak hour in 2013. These trips would be distributed between the two access points to Sausalito, the southern access point at Alexander Avenue and the northern access at the Marin City/ Sausalito on-/off-ramps. At the northern access, the southbound U.S. 101 off-ramp to North Bridge Boulevard (continuing to Bridgeway) in Marin City has adequate ramp storage capacity and double left turn lanes onto Donahue Street, and the northbound U.S. 101 off-ramp to Bridgeway in Marin City also has adequate ramp storage capacity and two through lanes onto Bridgeway, and therefore it is unlikely that the addition of the AC34 vehicular demand would result in queues extending upstream from the intersection onto U.S. 101. Even though it is unlikely that these off-ramps would experience level of service degradation to unacceptable levels as discussed on Draft EIR page 5.6-84 under Impact TR-16 for AC34 2012 events and on page 5.6-121 under Impact TR-59 for AC34 2013 event, vehicle trips generated by the events could potentially temporarily exacerbate congestion and reduce levels of service at key intersections. This could temporarily increase congestion at secondary viewing areas, such as Sausalito. The Draft EIR identifies this as a significant and unavoidable impact with mitigation. The commenter states that the intersections of North Bridge Boulevard/Bridgeway and Southbound U.S. 101 Off-ramp/North Bridge Boulevard intersections

would operate at LOS F conditions with AC34 events, but does not provide analysis or reasons for this conclusion.

San Francisco representatives have met with Sausalito police department to discuss Sausalito's plan for AC34 crowd management, and subsequent meetings are expected as well as meeting with Marin County officials to discuss security and transportation management issues, and any measures to integrate mapping, additional signage, shuttles, and parking areas would be included in that process.

### **TR-3b, Presidio and GGNRA Areas – Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-NPS2-24

A-NPS2-208

O-GGNPC2-11

O-MCL-08

- The commenter indicates that the transportation analysis in the EIR should also include intersections that provide access to Crissy Field, as well as to Fort Baker and the Marin Headlands. [A-NPS2-24]
- The commenter indicates that major roadway renovation and construction will take place in 2012 and 2013 in the Marin Headlands and asks that mitigations be developed for the effects that event traffic would have on safety, soil erosion, visitor experience and NPS staff access. [A-NPS2-208]
- The commenter indicates that access to the Crissy Field Center needs to be maintained on AC34 event race days, particularly for those who arrive via Muni. [O-GGNPC2-11]
- The commenter indicates that the road to Marin Headlands would have a capacity challenge on peak race days; would need monitoring, diversion and enforcement plan. [O-MCL-8]

### **Response TR-3b**

In response to Comment A-NPS2-24, the EIR includes two intersections in Marin County, Alexander/Bunker and Alexander/East Road, which provide the main access to Fort Baker, a designated viewing area. Alexander/Bunker also provides access to Marin Headlands north of Conzelman Road. No intersections were selected in the Marin Headlands proper, since the race area would generally be confined to the northern shoreline of San Francisco and views of the races from the Marin Headlands would be more distant. As described in Chapter 11, the project sponsors have identified a primary race area within which most of the race activities would occur under the AC34 Project Variant; this primary race area is well over one mile from most of Marin County, including the Marin Headlands (see Chapter 11, Figure 11-1).

Intersections immediately adjacent to Crissy Field were not selected for the analysis because they are anticipated to be closed to general vehicular traffic for crowd management and safety reasons in the most congested weekend peak day scenarios. As indicated in the People Plan, general traffic could be restricted in the area north of Bay Street between Van Ness Avenue and Fillmore Street, and north of Chestnut Street between Fillmore Street and Lyon Street. While the



September 2011 People Plan proposes extensive marketing and use of Clipper Card, along with regional transit service augmentation to induce a high mode-split of alternative transportation (and reduced congestion that maintains the operation of all southbound traffic and one/two northbound traffic lanes on The Embarcadero), it acknowledges that for safety and security, a more extensive closure of The Embarcadero and streets north of Bay/Chestnut in the Marina may be called for by SFPD. However, even in the most congested scenarios, authorized vehicles, including those belonging to the NPS, its affiliates, and tenants, as well as transit, would be expected to be permitted into the restricted area.

In response to Comment O-GGNPC2-11, the Crissy Field center is located at East Beach near the water where many AC34 spectators would be expected to congregate. As described in EIR Section 5.6.3.2 (America's Cup Implementation Plan, starting on page 5.6-40) access to Crissy Field would be very congested on medium and peak race days (those attracting over 100,000 daily visitors) as nearby streets such as Mason Street and Marina Boulevard would most likely be closed to general traffic. The center tends to be less busy during summer months, August in particular. The project sponsor would work with the center to coordinate and maintain access to programs.

It should be noted, however, that public transportation service to Crissy Field would be enhanced during AC34 events in accordance with the expected visitation levels of a given day. As described on page 5.6-41 and shown in Figure 5.6-9 (page 5.6-42) of the EIR, the existing bus service provided by the 30X-Marina Express (a weekday peak period service) would be expanded, running every 8 minutes on all event days, including weekends. Furthermore, a new service (30L-Marina) would supplement the 30-Stockton and the 30X-Marina Express services, running every 6 minutes in the peak direction of travel (e.g., towards the waterfront through the mid-afternoon, and from the waterfront through the evening) on event days.

The area along Mason Street would be expected to be congested for pedestrians but this fact has not been identified as a significant impact for environmental purposes, and the People Plan support for the Marina Green-Fort Mason pathway is intended to provide more capacity for pedestrians and bicyclists during the AC34 2013 events. The NEPA analysis currently underway for those areas under federal government jurisdiction (i.e., Presidio Trust and NPS) will further disaggregate the expected demand within the Presidio and in the vicinity of Crissy Field, and will present conditions within the Presidio and NPS areas beyond the analysis needs for CEQA purposes, as presented and evaluated in the EIR.

In response to Comments A-NPS2-208 and O-MCL-08, although not directly addressed in the People Plan, it is expected that public access to the Marin Headlands would be managed in a similar manner as during current special events, such as Independence Day and Fleet Week when private automobile access might be restricted and public parking is limited. For example, Conzelman Road, from Alexander Avenue to McCullough Road, and Fort Baker roadways are typically closed from about an hour before the expected Blue Angels performance until approximately 45 minutes after the end of each show. The EIR identified the potential for significant impacts on traffic operations at the Marin Headlands (Impact TR-16 and Impact TR-59). The September 2011 People Plan (page 18 of this plan) calls for the City staff to coordinate

with the NPS to develop environmental and transportation strategies relating to increased visitor demand at venue sites, including the Marin Headlands. The transportation management strategies would be similar to those already deployed by NPS on high attendance days such as Independence Day and Fleet Week weekend days.

### **TR-3c, Restricted Access Areas – Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-Presidio-09  
O-Explor-03

O-FMC-01  
O-FWCBD1-04

O-FWCBD2-04

- The commenter requests information on how the closure of Marina Boulevard to traffic and how access would be provided to and from Doyle Drive was accounted for in the transportation analysis in the Draft EIR. [A-Presidio-09]
- The commenter expresses concern about providing full access to the existing Exploratorium at the Palace of Fine Arts during the AC34 2012 events when Marina Boulevard is closed. [O-Explor-03]
- The commenter expresses concern about the limitations of public access to the Fort Mason Center on race days. [O-FMC-01]
- The commenter expresses concerns that the restricted access to Fisherman's Wharf would have negative consequences to residents, employees and businesses and that the FWCB be consulted in the final development of the restricted access plans. [O-FWCB1-04]
- The commenter indicates that private automobiles should be allowed to drive to and park in Fisherman's Wharf. [O-FWCB2-04]

### **Response TR-3c**

In response to Comment A-Presidio-09, the transportation analysis conducted for the EIR assumes the closure of Marina Boulevard to through traffic, and therefore no access onto Doyle Drive would be provided from Marina Boulevard on AC34 peak weekend event days when access north of Bay Street/Chestnut Street would be restricted. The weekend peak hour vehicles destined for Marina Boulevard were redirected to other nearby streets, including Lombard Street, for access to and from Doyle Drive and the Golden Gate Bridge. The analysis identifies that those intersections on Lombard Street (Divisadero Street, Fillmore Street, Van Ness Avenue) included as study intersections in the EIR would operate at LOS F conditions during the weekend midday peak hour as a result of the AC34 project. Several strategies are proposed in the EIR to minimize the effects of the project traffic congestion, including the People Plan (Mitigation Measure M-TR-1) and the provision of traffic control officers at key intersections (Mitigation Measure M-TR-26b); however, the project impacts at these locations would still be considered significant and unavoidable.

In response to Comment O-Explor-03, as indicated in the EIR (page 5.6-44), the area north of Chestnut Street between Fillmore and Lyon Streets could be closed to general vehicles; however, residents, authorized vehicles, emergency response vehicles and transit would continue to have access. Such level of traffic restrictions would likely occur only during peak weekend attendance

days, which could occur on up to six days during the AC34 2012 events (EIR page 5.6-55). Access restrictions would likely be similar to those that occur on weekends during Fleet Week. During other days, it is likely that the automobile restrictions would be imposed on parking, by prohibiting on-street parking, strictly enforcing regulations, and closing public lots or garages except for use by authorized vehicles (page 58 of the September 2011 People Plan). In those instances when access to the Exploratorium via Marina Boulevard is heavily restricted, alternative vehicle access would be available from the current entry points at Bay and Lyon Streets, at the south end of the building. As part of the People Plan, the City would work with the Presidio Trust and the National Park Service to develop the parking program, particularly for the AC34 2012 events, when the AC34 Village would be located within the Marina Green.

In response to Comments O-FWCBD1-04 and O-FWCBD2-04, as indicated in the September 2011 People Plan, general traffic and parking would be limited, and possibly excluded, from the area north of Bay Street between The Embarcadero and Van Ness Avenue on weekend peak race days. Since access to parking garages and businesses within the area would be required, the City proposes to define entry points managed by SFMTA through parking control officer to provide pre-arranged access and verifications. Furthermore, as indicated on page 5.6-44 of the EIR, the potential street closures would be implemented sequentially from north to south, as the public garages in Fisherman's Wharf closest to the water become full first. This means that private autos would be able to access and park within Fisherman's Wharf off-street parking facilities prior to implementation of the street closures. On non-peak race events days, the restrictions to general traffic in the area would be expected to be limited to prohibition of on-street parking on certain streets and potential closure of major pedestrian/transit corridors such as Jefferson Street.

In response to Comment O-FMC-01, Fort Mason is identified in the EIR pages 3-57 and 3-76 as a proposed site for media operations, including an international broadcast center, television studios, satellite communications, and hospitality. Therefore, vehicular access to Fort Mason is expected to be constrained and traffic in the area would be congested. To this end, the September 2011 People Plan calls for the possible limiting of general traffic along Marina Boulevard on high attendance race days, with exceptions for authorized vehicles, such as residents, event and emergency staff. Similarly, those vehicles arriving for business in the area, including to Fort Mason, would be granted special parking access (page 54 of the September 2011 People Plan).

### **TR-3d, Northbound The Embarcadero Closure – Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-SFPC-Anto-05	O-EOP-10	O-Explor-12
A-SFPC-Fong-03	O-Explor-01	O-Ferry B-01
A-SFPC-Mig-03	O-Explor-02	O-FWCBD1-03
O-EOP-02	O-Explor-04	O-FWCBD2-02
O-EOP-04	O-Explor-06	O-ACEC-218
O-EOP-05	O-Explor-07	I-Burnett-01
O-EOP-07	O-Explor-09	I-Marchesani-04

- The commenters express concerns regarding closure of northbound The Embarcadero and access to the Farmers Market and businesses in the Ferry Building. [A-SFPC-Anto-05, A-SFPC-Fong-03, A-SFPC-Mig-03,]
- The commenter raises concerns that the Draft EIR fails to clearly describe the northbound The Embarcadero closures. [O-EOP-02]
- The commenter raises concerns that the Draft EIR fails to provide an adequate analysis of the proposed northbound The Embarcadero closure. [O-EOP-04]
- The commenter raises concerns that the Draft EIR fails to adequately analyze impacts to emergency vehicle access. [O-EOP-05]
- The commenter raises concerns that the Draft EIR needs to analyze unrestricted access along The Embarcadero, including emergency vehicle access, as an alternative. [O-EOP-07]
- The comment contains introductory information, and raises concerns regarding the need to maintain visitor access to the new Exploratorium at Pier 15 during AC34 events. [O-Explor-01]
- The commenter summarizes their concerns with the Draft EIR related to project description, The Embarcadero northbound closure, alternatives, and measures to mitigate the potentially significant adverse effects of the closure of The Embarcadero northbound. [O-EOP-10]
- The commenter expresses concern about providing full access to the Exploratorium at Piers 15 during AC34 2013 events when the closure of the northbound lanes of The Embarcadero is implemented. [O-Explor-02, O-Explor-06]
- The comment contains introductory information on the following list of concerns related to access to the new Exploratorium at Pier 15. [O-Explor-04]
- The commenter expresses concern about providing full access to the Exploratorium at Piers 15 during AC34 2013 events. The commenter also raises concerns that the public impression that The Embarcadero area is off-limits, or too difficult to reach or navigate would have a negative impact on the Exploratorium operations and revenue. The commenter expresses the Exploratorium's interest in participating and cooperating with the City to develop the People Plan. [O-Explor-07]
- The commenter lists concerns related to access to the new Exploratorium during AC34 events which were identified as part of the EIR scoping process. [O-Explor-09]
- The commenter lists concerns related to access to the new Exploratorium during AC34 events which were identified following review of the March 2011 People Plan. [O-Explor-12]
- The commenter expresses concern about the closure of northbound The Embarcadero during 12 race days, which would prevent access to merchants, business tenants and farmers coming to the market. [O-Ferry B-01]
- The commenter is concerned that the closure of northbound The Embarcadero would limit access to area employees and the use of parking lots in the area which provides revenue for both the Benefit District and City. [O-FWCBD1-03]

- The commenter indicates opposition to the complete closure of northbound The Embarcadero on event days. [O-FWCBD2-02]
- The commenter states that Mitigation Measure M-TR-1a should describe the partial or complete closure of streets to auto traffic, including The Embarcadero, to provide access for transit, emergency vehicles, pedestrians, and bicycles. [O-ACEC-218]
- The commenter raises concerns regarding closure of northbound The Embarcadero. [I-Burnett-01]
- The commenter raises concerns regarding impacts of northbound The Embarcadero closure on traffic, access for residents and visitors, and businesses. [I-Marchesani-04]

### Response TR-3d

A number of commenters expressed concerns regarding potential closure of the northbound lanes of The Embarcadero during peak weekend events. The response below addresses the closure of all of the northbound The Embarcadero travel lanes to private vehicles between Howard Street and Bay Street, as described in the EIR. However, since publication of the draft People Plan in March 2011, the City has conducted numerous meetings regarding the development of the People Plan, including meeting with representatives of the Ferry Building tenants and the Exploratorium. The September 2011 People Plan provides a revised northbound The Embarcadero travel lane closure based on the concerns and input received at public meetings. A description of the current The Embarcadero lane closure proposal is also included as part of this response.

In response to comments that the project description did not accurately present the roadway closure, Chapter 3 of the Draft EIR includes a description of the draft People Plan released in March 2011, the first of nine implementation plans presented in Section 3.4.7, Implementation Plans. As indicated on EIR page 3-87, the Project Description identifies the need for possible partial street closures, and the reader is directed to Section 5.6, Transportation and Circulation for additional details. Section 5.6.3.2, Project Transportation Improvement Assumptions on pages 5.6-40 to 5.6-46 provides the details available at the time of analysis related to transportation management during events including additional transit service, The Embarcadero northbound roadway closure, restricted access, bicycles, parking, coordinated communications protocol, and transportation demand management. The project description adequately represents the proposed AC34 project, and clearly identifies that the details related to the implementation plans of this temporary event would be developed, and therefore, meets the requirements of CEQA. The project description includes information on the number of spectators projected during the AC34 2012 and AC34 2013 events. A commenter incorrectly states that the “closure of a major San Francisco thoroughfare on roughly two dozen days when a crowd of up to 500,000 spectators will swell the City’s waterfront.” Instead, as indicated in EIR Table 5.6-10, on page 5.6--55, there is projected to be only one super peak day when crowds of between 400,000 and 500,000 spectators can be expected during the AC34 2013 events, and four additional days with crowds of about 300,000 spectators. EIR page 5.6-43 states that the threshold at which the closure would be implemented is currently being developed, and the threshold of 100,000 spectators was used as an example. If the threshold is set at 100,000 spectators, then the number of days that northbound The Embarcadero could be closed is 6 days

during AC34 2012 events, and 11 days during AC34 2013 events. If a higher threshold is determined appropriate, then the number of days of northbound The Embarcadero closure would be fewer. It is not anticipated that closures would be required for event days when fewer than 100,000 daily spectators are projected. Closure of northbound The Embarcadero would occur only during these peak days. Therefore, the transportation analysis for AC34 2013 and AC34 2012 weekend conditions reflects the northbound The Embarcadero closure, and potential impacts associated with the closure are disclosed.

The northbound closure was assumed to extend between Howard Street and Bay Street, between the hours of approximately 10:00 a.m. and 5:00 p.m. The closure would be implemented sequentially, and would start at Bay Street and continue southward toward Howard Street. The closure would be coordinated with the parking component of the People Plan that would direct visitors to larger off-street parking facilities with access from northbound The Embarcadero (e.g., Pier 39 Garage, Golden Gateway Garage), based on their location and availability of parking spaces.

Because The Embarcadero was not assumed to be closed to automobiles on weekdays, the 200 to 400 truck weekday deliveries to the Ferry Building would not be impeded during the AC34 2012 or AC34 2013 weekday events. On weekend days with lane closures, it was assumed that access would be allowed to all piers along The Embarcadero. SFMTA has standard procedures that are implemented during temporary street closures for special events. Closure of northbound The Embarcadero for AC34 would be similar to what occurs during Sunday Streets, when all of the northbound The Embarcadero lanes are closed (five times in 2008, and once each in 2009, 2010 and 2011). Depending on the location, traffic control officers, police, or trained event personnel would accompany and lead vendors into and out of the piers. Similar to Sunday Streets, advance outreach and coordination conducted under the People Plan would occur so that businesses and vendors understand the closures and how local access would be maintained.

SFMTA has developed an extensive traffic detour plan that is implemented during the Sunday Streets, which would serve as the model for the detour plan for AC34 event closures. EIR pages 5.6-43 and 5.6-44 present the alternative routing plans that would be implemented. Since attendance levels would vary, it is possible that alternate routing plans would need to be implemented, including signage and other communications strategies, which would be deployed when northbound The Embarcadero is partially or completely closed to automobile traffic.

- Details of the likely detours are presented on EIR pages 5.6-43 and 5.6-44. Detour signs would be provided between the I-280 northbound ramps on King Street and Howard Street, and all vehicles remaining on The Embarcadero northbound at Howard Street would be required to turn left onto Howard Street going westbound. Between I-280 and north of Market Street, it is anticipated that Third, Fourth, and Kearny Streets would be used as detour routes. Between Fisherman's Wharf and the South of Market area, Battery, Sansome, Main and Beale Streets would likely be used as detour routes. The actual detour routes would be developed by SFMTA, and may vary to reflect conditions in 2012 and 2013 such as traffic demand, street closures as part of other special events, and infrastructure construction projects. Since these conditions are not currently known, the street closure protocols would be finalized prior to the 2012 and 2013 events.

- The traffic impact analysis of AC34 2012 and AC34 2013 Saturday conditions includes implementation of these detours.
- Detours associated with roadway closures were reviewed with SFMTA for feasibility and therefore, additional analyses as suggested by the commenter are not required.

As indicated above, the September 2011 People Plan includes a revised lane closure plan in response to public comments, and would involve closure of the northbound right lane and the parking lane to private vehicles for a portion of the day between Howard and Jefferson Streets. It also may include the closure of the intermittent northbound parking lane between Townsend and Howard Streets. The right lane and parking lane would be used as a multi-purpose corridor for pedestrians and bicyclists. Along Harry Bridges Plaza, in order to balance the lane closure with business access needs, the multi-purpose lane is proposed to be provided on the far left side of the northbound lanes adjacent to the plaza, with a transition of lane from right-side to left-side and back again to right-side at either end of the plaza. Figure 8 on page 43 of the September 2011 People Plan presents a diagram of this lane configuration.

During peak event days, when large crowds are projected to view the race events, it is anticipated that the available travel lane(s) on northbound The Embarcadero would be signed for local access only, with advance marketing and trip information, changeable message signs at freeway off-ramps and alternate routes, with complementary efforts by traffic control officers. Testing the provision of the one-lane, multi-purpose bicycle/emergency vehicle access route along The Embarcadero during AC34 2012 events would inform the decisions for AC34 2013 events, including the relative value of the partial street closure to automobiles in order to accommodate higher volumes of bicyclists and pedestrians, and possibly allowing for one or two northbound lanes of local traffic to remain in operation through peak race periods.

Even if there were a full closure of northbound The Embarcadero to automobiles occurs on a Saturday (the super-peak day could occur on a Sunday instead), access to the Farmer's Market would not be impeded at the time vendors arrive to the market, since, as noted above, the roadway closure would not start until 10:00 a.m. and would start in the northern section and continue southward toward Howard Street. Since 2009, vendors can park on Saturdays at the Golden Gate and Embarcadero Center garages at reduced rates, or by permit at the Recreation & Parks Department site adjacent to the F-Market & Wharves historic streetcar turn around, all of them with access west of The Embarcadero. In any case, an alternative that would not close any lanes adjacent to the promenade and not route vehicular traffic away from the waterfront would likely result in very crowded conditions along the Embarcadero Promenade, and could result in pedestrians and bicyclists spilling over into the travel lanes.

Farmers and merchants would be notified in advance of the street closure, and deliveries would need to be scheduled and completed prior to the street closure. Vendors needing to bring their vehicles to the front of the Ferry Building before leaving the Farmer's Market would be escorted out by traffic control officers, police, or event transportation monitors. Procedures that allow for local access would not result in any environmental impacts.

Access to the new Exploratorium at Pier 15/17 would also be maintained throughout the AC34 2012 and AC34 2013 events. As part of the Exploratorium project, an existing curb recessed bay to the north of Pier 17 would be extended to the south approximately 225 feet and would be designated a white zone for buses to pull temporarily in to load and unload school children and visitors to the museum.<sup>3</sup> School children visits to the Exploratorium would occur Monday through Friday during the school year (typically September through May) and would therefore not be affected by the potential partial or full closure of northbound The Embarcadero to automobiles.

Under its lease with the Port, the Exploratorium is granted the non-exclusive use of approximately 200 parking spaces at Seawall Lot 321, across The Embarcadero from Piers 15/17.<sup>4</sup> The entrance to Seawall Lot 321 would be located on the east side of Front Street between Green Street and Union Street (similar to current operations at the Seawall Lot), which is accessible from major transportation corridors such as Broadway, Battery and Sansome Streets, and would therefore not be affected by the potential partial or full closure of northbound The Embarcadero. See also Section 12.11.4, Response TR-3c for discussion of maintaining full access to the Exploratorium at the Palace of Fine Arts during AC34 2012 events. Also, please see Section 12.8, Response AE-1, for discussion of views.

During AC34 events, reasonable ADA access to the Ferry Building and the Exploratorium would be required to be maintained, and would not be an action that would result in an environmental impact.

On weekend event days when any proposed partial or full closure of northbound The Embarcadero to automobiles would occur, emergency vehicle access would be provided in the partial closure's multi-purpose lane, or in case of full northbound closure, in a manner similar to that provided for Sunday Streets. Based on experience with Sunday Streets and other street closures during special events, the San Francisco Fire Department would require a 14-foot wide emergency access lane that would be utilized in the event of an emergency. Emergency vehicles already have access, and utilize when needed, the F-Market & Wharves streetcar lanes in the center of The Embarcadero, which are physically separated from the adjacent general traffic lanes. Therefore, emergency service providers would continually have access to the closed street. These would include fire department, ambulance, and police vehicles. As indicated on EIR page 3-89, the City would develop and implement a Public Safety Plan that would address all reasonable safety and security measures, including emergency and rescue services.

As noted above, in response to concerns from representatives of the Ferry Building tenants and the Exploratorium on the closure of the northbound The Embarcadero lanes during peak event weekend days, the September 2011 People Plan no longer includes complete closure of the northbound The Embarcadero travel lanes, except that it acknowledges full closure as a measure that may be affected by priority safety considerations. In response to Comments I-Burnett-01 and

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<sup>3</sup> p. II-23; The Exploratorium Relocation Project Final EIR, July 2009.

<sup>4</sup> p. II-22; The Exploratorium Relocation Project Final EIR, July 2009.



I-Marchesani-04, the updated September 2011 People Plan includes methods to ensure that access for service and deliveries to the Ferry Building, the new Exploratorium, and other businesses along the waterfront are maintained. As indicated above, The Embarcadero closure would start in the north, and continue upstream to the south. Since the People Plan includes information regarding detours, and since Mitigation Measure M-TR-1 would be incorporated into the People Plan, additional mitigation measures are not required.

As noted above, the September People Plan has been revised to include partial and/or full closure of The Embarcadero on a limited number of days so that access to businesses would be provided. Since off-street parking on the piers for businesses along The Embarcadero is very limited, most visitors that currently park west of The Embarcadero would continue to do so during AC34 events when one lane of northbound The Embarcadero is closed. Due to the significant number of pedestrians that are projected to be on the Embarcadero promenade, it is anticipated that businesses catering to visitors would experience increased visitorship.

Comment O-Explor-04 contains introductory information to a list of concerns, and is not a direct comment or environmental issue on content or adequacy of the Draft EIR. No response is required. Responses have been developed for each of the commenter's subsequent concerns.

In response to Comment O-Explor-09, which lists the Exploratorium's concerns submitted in May 2011 as part of the EIR scoping process, the following summary information is provided:

- Travel demand methodology and trip generation estimates, including peak hour estimates of trips by travel mode for the four analysis scenarios, are presented on pages 5.6-54 to 5.6-63 of the EIR. Additional information on the visitation and spectator assumptions is provided in Appendix PD-1 of the EIR.
- The use of Piers 19, 19 ½, and 23 for AC34 purposes would not affect access to Piers 15 and 17.
- Directional signage would be implemented to facilitate access to the waterfront, as well as direct visitors arriving by auto to parking facilities.
- As noted above, access to Seawall Lot 321 would be located on the east side of Front Street between Green Street and Union Street (similar to current operations at the Seawall Lot), which is accessible from major transportation corridors such as Broadway, Battery and Sansome Streets, and would therefore not be affected by the potential closure of northbound The Embarcadero.
- As part of the development of the various implementation plans that are part of the People Plan, the City would work with the Exploratorium, the Presidio Trust, and Caltrans to ensure that access is maintained to the Exploratorium at the Palace of Fine Arts during AC34 2012 events, and to the new Exploratorium at Pier 15 during the AC34 2013 events. Similarly, the City would coordinate with the Exploratorium as part of the People Plan to ensure that the tour bus parking identified for the Exploratorium is not affected, or that alternate accommodations are made.

- Ships have used Pier 15/17's 400-foot east berth for transient lay berthing. These ships include those of the U.S. Navy and Coast Guard, other U.S. government vessels, vessels from foreign navies, etc. Vessels would continue to dock at the east apron after the opening of the Exploratorium at approximately the same frequency.<sup>5</sup> The possibility of these vessels docking at the east apron during AC34 (therefore blocking the views of the race area from the Exploratorium's Observatory Building) is not an environmental issue subject to CEQA as part of this EIR. No large private spectator yachts or other AC34-related vessels are proposed to berth at Pier 15/17.
- The Exploratorium, and its vendors and suppliers would be notified in advance of the roadway closure, so that deliveries can be scheduled on weekdays when northbound The Embarcadero would not be closed, or prior to the mid-morning closure. It is also possible that, similar to conditions during Sunday Streets, if some deliveries occur during the closure, SFMTA and AC34 event personnel would be able to lead the delivery vehicles to and from the piers across the roadway closure. Alternately, deliveries during the roadway closure could be carted across The Embarcadero.

### **TR-3e, Additional Street Closures – Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

O-SFBT-06

- The commenter supports closure of northbound The Embarcadero, and recommends additional roadway segments for closure during AC34 events. [O-SFBT-06]

### **Response TR-3e**

As indicated in the EIR, closure of northbound The Embarcadero between Howard and Bay Streets would be considered for peak event days. The September 2011 People Plan includes plans for closure of only one northbound lane plus the parking lane to provide for additional circulation space for pedestrians and bicyclists, while maintaining one northbound travel lane for local traffic.

The closure of Marine Drive from Long Avenue to Fort Point will be considered as part of the development of the transportation plan for NPS lanes in the Presidio. It is anticipated that vehicular access would be restricted on this roadway segment during AC34 2012 and AC34 2013 events, although the threshold of daily spectators for when the roadway would be closed has not yet been established.

As indicated in EIR page 5.6-44, during peak event days vehicular access north of Bay Street between The Embarcadero and Fillmore Street, and north of Chestnut Street between Fillmore and Lyon Streets could be restricted to auto access; residents, authorized vehicles, emergency vehicles and transit would continue to have access within the restricted area. Therefore, the number of vehicles circulating along Marina Boulevard and on Jefferson Street would be limited. As noted in the September 2011 People Plan, it is anticipated that the public realm improvements

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<sup>5</sup> p. II-20a; The Exploratorium Relocation Project Final EIR, July 2009.

on Jefferson Street between Jones and Hyde Streets would be implemented in time for the AC34 2013 events. These improvements would further enhance pedestrian and bicycle circulation along the waterfront.

### 12.11.5 AC34 Transit Impacts – Muni [TR-4]

This topic is further subdivided into the following sub-topics:

- TR-4a, Muni Transit Plan
- TR-4b, Proposed E-Embarcadero
- TR-4c, Other Muni Issues

#### TR-4a, Muni Transit Plan – Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-Presidio-12	O-FWCBD1-02	O-ACEC-206
O-CCDC-02	O-FWCBD2-03	O-ACEC-221
O-Explor-08	O-ACEC-199	I-Marchesani-02
O-FWCBD1-01	O-ACEC-200	

- The commenter proposes the extension of the 29-Sunset to the Golden Gate Bridge and/or to Crissy Field as part of Mitigation Measure M-TR-17. [A-Presidio-12]
- The commenter expresses concerns that existing Muni routes serving Chinatown would be expected to accommodate AC34 event spectators and that additional service would not be provided. The commenter also requests mitigations for the Stockton Street corridor, including additional stops on the 30L, expansion of the 82X, a new 80AX, all-door boarding and proof of payment, and a Stockton Street shuttle loop. [O-CCDC-02]
- The commenter identifies the measures believed to be required to ensure that the Exploratorium is accessible to visitors during AC34 events, including the provision of additional transit service to the waterfront, coordination with Caltrans to manage traffic to and from San Francisco, and communications strategies involving the media. [O-Explor-08]
- The commenter supports implementation of the proposed E-Embarcadero line. [O-FWCBD1-01]
- The commenter expresses support for additional service on the F-Market & Wharves historic streetcar line to ease what is currently perceived as insufficient capacity on this line. [O-FWCBD1-02]
- The commenter supports the addition of the new E-Embarcadero historic streetcar line, opposes turning the F-Market & Wharves historic streetcar line around at Pier 39, and support the increased frequency of the 30-Stockton and the 47-Van Ness bus service. [O-FWCBD2-03]
- The commenter suggests that the description of additional F-Market & Wharves historic streetcar line would reduce service, instead of increasing service. [O-ACEC-199]
- The commenter suggests rerouting the augmented 47L line onto Market Street. [O-ACEC-200]

- The commenter requests additional mitigation measures to maximize F-Market & Wharves and proposed E-Embarcadero reliability and to reduce running times. [O-ACEC-206]
- The commenter presents recommendations to include as part of the transit plan. [O-ACEC-221]
- The commenter raises concerns regarding ability of Muni to accommodate transit demand destined to the Northwest waterfront, i.e. Aquatic Park, Fort Mason, Crissy Field. [I-Marchesani-02]

## Response TR-4a

Numerous commenters expressed concern regarding the ability of existing Muni service to accommodate the additional AC34 event travel demand. The People Plan developed for AC34 does not assume that existing Muni lines would be adequate to serve the AC34 events during peak event days. Instead, as described in the EIR pages 5.6-40 to 5.6-43, additional capacity is proposed to be provided during peak event days on multiple Muni bus, light rail, and historic streetcar lines (i.e., 30X-Marina Express, supplemental 30L-Marina, supplemental 47L-Van Ness, 108-Treasure Island, F-Market & Wharves, new E-Embarcadero, supplemental Muni Metro). Subsequent to the Draft People Plan (March 2011) and Draft EIR (July 2011), SFMTA transit planners have identified additional lines to serve peak AC34 events, including increased service on the 22-Fillmore, 43-Masonic, and 28-19th Avenue to connect BART and Muni Metro with the Marina Green, the Presidio, Fort Mason, and Aquatic Park, augmented by the peak-day expansion of the PresidiGo shuttle. The September 2011 People Plan (page 29 of this plan) identifies Muni's 29-Sunset and the 44-O'Shaughnessy lines (which currently terminate at the southern edge of The Presidio) for consideration as second tier peak event day extensions into the Presidio to improve connections to Crissy Field.

No bus lines serving Chinatown would experience a loss of service as a result of the AC34 events, and instead, as noted in EIR page 5.6-41 the 30X-Marina Express would have increased frequencies, and a supplemental 30L-Marina would be provided. The purpose of the supplemental 30L-Marina service would primarily be to shuttle spectators between downtown and Crissy Field, and to maintain the 30X-Marina Express and 30-Stockton for local trips within Chinatown. The location of stops are still being determined, and, as detailed routing and stops are specified by SFMTA, would take into consideration one or more stops within Chinatown.

While the commenter's proposals to increase service on the 82X-Levi Express, 8AX-Bayshore A Express, and new shuttles between Broadway/Stockton and Market Street would serve to improve service to Chinatown and would reduce the impacts of the Central Subway construction rerouting of the 30-Stockton, 45-Union and 8X-Bayshore, they would not serve the increased demand for spectators destined to and from the waterfront, and specifically the Crissy Field and Marina areas. Nonetheless, it is worth noting that the People Plan's proposed expansion and local-service use on peak race days of Golden Gate Transit's line 4, which serves much of the same corridor as the 82X-Levi Express and would honor the use of Clipper for local fares, similar to Muni service. As indicated in Table 5.6-24 on EIR page 5.6-87, during the weekday p.m. peak hour capacity utilization is projected to exceed 100 percent for Muni bus routes destined to the

Presidio, Crissy Field, and the Marina, and less than 100 percent for trips to Fisherman's Wharf, The Embarcadero east of Fisherman's Wharf, and Treasure Island. As indicated in Table 5.6-25 on EIR page 5.6-88, during the Saturday midday peak hour capacity utilization is projected to exceed 100 percent for Muni bus routes destined to the Presidio, Crissy Field, Marina, and Fisherman's Wharf. As such, as noted above, Muni resources have been focused on lines that connect regional and local transfer points with the waterfront.

The proposed transit plan would not reduce existing streetcar service, as suggested by a commenter. The description of the Muni service on The Embarcadero will be clarified to state that the existing F-Market & Wharves historic streetcar line would improve from the current 6-minute headway to 5-minute headways – two additional streetcars per hour between Castro and Jones Streets than under existing conditions. In addition to the existing F-Market & Wharves historic streetcar operating along the waterfront, a new E-Embarcadero line between the Caltrain Depot and Fisherman's Wharf would be implemented. The E-Embarcadero would run at 20-minute headways. The proposal for layering Golden Gate Transit's line 4 upon local Muni service on peak race days along the waterfront corridor and toward Crissy Field further enhances local transit access and capacity beyond the existing service levels in this corridor.

In response to Comment O-ACEC-199, the transit plan does not propose a reduction in the existing F-Market & Wharves service, and therefore, the issues raised in the comment regarding equity, and neighborhood impact and concern, would not apply to the proposed transit plan.

In response to Comment O-ACEC-200, the suggestion in the comment to reroute the augmented 47L onto Market Street was considered by SFMTA transit planners. However, SFMTA transit planners determined that the most effective route for the augmented service should be as illustrated on Figure 5.6-9, on EIR page 5.6-42. Geometric constraints at the intersection of Van Ness Avenue/Market Street (bus turns between Market Street and Van Ness Avenue), traffic congestion, and the availability of the north/south 47-Van Ness and 49-Van Ness/Mission at Van Ness/Market to serve the Van Ness/Market transfer point, do not warrant the routing of the augmented line along Market Street. The proposed end of the line at the Civic Center would also be located within walking distance of a common Muni/BART transfer point, the Civic Center station.

In response to Comment O-ACEC-206, the F-Market & Wharves historic streetcar and the proposed E-Embarcadero service is proposed to be maximized. Additional measures such as turning service back at Pier 39 when needed (if pedestrian and vehicular congestion to the west on Jefferson and Beach Streets restricts streetcar service), the use of barricades and traffic control officers would be implemented to maximize reliability of the streetcar service during events. In response to Comments O-FWCBD1-01, O-FWCBD1-02, and O-FWCBD2-03, which expressed support for increased service on the F-Market & Wharves historic streetcar, the new service on the E-Embarcadero, and increased frequency of the 30-Stockton and 47-Van Ness during AC34 events is noted. The commenter's support for this increased service will be shared with the decision-makers.

The September 2011 People Plan includes a variety of techniques to encourage the use of prepaid fare instruments by visitors. The best method(s) to distribute to visitors would be determined as planning for AC34 proceeds. Since the use of prepaid fare instruments would be included as part of the AC34 project and implemented as part of the People Plan, additional mitigation measure would not be required.

With respect to the recommendations contained in Comment O-ACEC-221:

- SFMTA developed the transit plan contained within the September 2011 People Plan taking into consideration the need to maintain regular transit service throughout the City. A funding plan and resource plan is not required for CEQA purposes, however, as planning for the AC34 continues, SFMTA is preparing the necessary funding and resource plans. Appendix A of the People Plan includes a multi-modal summary of AC34 event-related capital and operating costs for the proposed transit plan.
- SFMTA planners determined that restoration of the 10-Townsend and 12-Folsom-Pacific that provided service prior to December 2009 would not best meet the needs of AC34 event travel demand, and therefore was not included as part of the People Plan.
- SFMTA determined that additional transit signal priority on The Embarcadero cannot be implemented within the AC34 timeframe, and that the proposed increases in streetcar service on The Embarcadero could be provided under the existing signal system.
- The People Plan includes provisions for coordinating the construction schedules and traffic management plans of the major and minor projects with AC34 event activities. The California Cable Car Infrastructure Improvement Project was completed in June 2011, and other cable car improvement projects in the waterfront vicinity are not currently planned.
- The September 2011 People Plan indicates that the potential for water taxi service is currently being explored with respect to vessels, landside access, and stops along the waterfront to determine if implementation as part of the AC34 events would be feasible.
- Transit service enhancements to support the AC34 events would be temporary. As part of the Transit Effectiveness Project (TEP) SFMTA is reviewing the existing service and projected future needs, and permanent service changes would need to be made as part of the TEP effort or other SFMTA efforts.

In response to Comment O-Explor-08, the September 2011 People Plan includes additional information regarding the expansion of transit service along the waterfront. Specifically, it cites a service augmentation of the F-Market & Wharves historic streetcar that would run between the Ferry Building and Fisherman's Wharf at 5-minute headways, implementation of the E-Embarcadero line running the length of The Embarcadero from the Caltrain Depot in the south to Fisherman's Wharf in the north on 20-minute headways, and augmentation of Muni Metro weekend service between West Portal and Embarcadero stations, running a two-car train at 20-minute headways. Coordination protocol with Caltrans has not yet been established. However, it is not anticipated that any freeway ramp closures or diversions would be required as part of AC34 events. Caltrans continually monitors westbound Bay Bridge traffic operations and adjusts the toll plaza metering lights as appropriate. This would continue during the AC34

events. As specified in the September 2011 People Plan, Caltrans, as well as other transportation agencies such as SFMTA, BART and MTC would form part of an Incident Command System to gather and share information about transportation conditions throughout the area on event days. This information would be passed onto the proper agencies and staff to resolve the incidents at hand, as well as to the public via radio, TV, web, etc. so that visitors are informed in real time about the conditions of the transportation network. It is also anticipated that the existing 511 travel information service would be a critical element for disseminating real-time transportation information.<sup>6</sup>

In response to Comment A-Presidio-12, Mitigation Measure M-TR-17 (Additional Transit Service) does not list any specific transit service increases to the Presidio, Crissy Field or the Marina, rather it refers the reader to the People Plan. The September 2011 People Plan (page 29 of this plan) identifies Muni's 29-Sunset and the 44-O'Shaughnessy lines (which currently terminate at the southern edge of The Presidio) for consideration as a second tier peak event day extensions into the Presidio to improve connections to Crissy Field, but promotes the augmentation of the 22-Fillmore, the 43-Masonic and the 28-19th Avenue as higher priority since all three lines currently serve the key waterfront view sites and these route configurations, supported by current Muni maps and other current forms of Muni information, would be more familiar to visitors and local residents/employees alike.

### **TR-4b, Proposed E-Embarcadero – Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-SFPC-Mig-02

O-ACEC-201

- The commenter expresses displeasure with the transportation plan and concern regarding the ability of SFMTA to implement the proposed E-Embarcadero service in time for the AC34 events. [A-SFPC-Mig-02]
- The commenter suggests providing 15-minute headways on the proposed E-Embarcadero streetcar line. [O-ACEC-201]

### **Response TR-4b**

In response to Comment A-SFPC-MIG-02, it is unclear what components of the People Plan the commenter is concerned about. The E-Embarcadero service was included in the People Plan because SFMTA transit planners determined that the service was feasible. Construction of new infrastructure is not required, however, as noted on EIR page 5.6-41, provision of the new E-Embarcadero service could require the closure of eastbound Mission Street between The Embarcadero and Steuart Street for staging of F-Market & Wharves streetcars. Frequency of E-Embarcadero service would be partially constrained due to the need for use of double-ended

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<sup>6</sup> 511 is a one-stop phone and web source for up-to-the-minute Bay Area traffic, transit, rideshare and bicycle information. 511 is managed by a partnership of public agencies led by MTC, California Highway Patrol, and Caltrans.

historic streetcars, however, service at 20-minute headways, as specified in the People Plan, could be provided with the existing historic streetcar inventory.

In response to Comment O-ACEC-201, SFMTA transit planners identified the 20-minute headway for the E-Embarcadero based on the availability of historic double-ended streetcars, the need to manually switch back the streetcars at the southern terminus (Caltrain Depot), its interaction with the N-Judah Metro line, and the maximum number of transit vehicles that could be accommodated on the section of The Embarcadero north of the Ferry Building.

### **TR-4c, Other Muni Issues – Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-SFPC-Olag-02

O-SFT-03

O-SFTRU-02

- The commenter raises concerns regarding the geographic coverage for the impact analysis. [A-SFPC-Olag-02]
- The commenter raises concerns regarding impact of AC34 events on transit further afield from the waterfront. [O-SFT-03]
- The commenter raises concerns regarding analysis of impacts on the Bay, at locations where spectators are likely to gather, such as Inspiration Point, and impacts on Muni and Muni riders. The commenter also raises concerns regarding funding of transit. [O-SFTRU-02]

### **Response TR-4c**

In response to Comments A-SFPC-Olag-02, O-SFT-03, and O-SFTRU-02, as described in EIR page 5.6-1, the transportation study area includes aspects of the transportation network that AC34 spectators would be traveling to and from the event sites. The impact assessment was conducted for the conditions in the vicinity of the event venues, as well as at secondary viewing areas. The transportation impacts related to travel to and from the event venues and vicinity for the AC34 events are discussed in Impacts TR-1 to TR-15, TR-17 to TR-27, TR-29, TR-31, TR-33 to TR-34, and TR-37 for AC34 events in 2012, and Impacts TR-38 to TR-58, TR-60 to TR-70, TR-72, TR-74, TR-76 to TR-77, and TR-80 for AC34 events in 2013. The transportation impacts related to secondary viewing areas for the AC34 events are discussed in Impacts TR-16, TR-28, TR-30, and TR-32 for AC34 events in 2012, and Impacts TR-59, TR-71, TR-73, and TR-75 for AC34 events in 2013.

In response to Comment O-SFT-03, the September 2011 People Plan includes increases in the frequency of service on a number of bus, light rail, heavy rail, ferry and historic streetcars, and does not include any reductions or loss of service for lines serving other areas within San Francisco. The increase in service on a number of bus and rail lines would also benefit other areas of San Francisco and the Bay Area. The September 2011 People Plan includes measures to ensure that crowds associated with event activities do not impede transit operations, so as to ensure that increases in transit capacity on peak event days are provided. For example, it is anticipated that barricades would be required on Jefferson Street to separate pedestrian and bicycle traffic from the historic streetcar right-of-way (page 39 of the September 2011 People Plan).



Please see Section 12.2, Response GEN-2 regarding funding issues of AC34 mitigation measures. As stated in Response GEN-2, project approval and adoption of the CEQA findings constitute a commitment on the part of the project sponsors to implement and fund the mitigation measures identified in the EIR. For any mitigation measures where funding may be uncertain, the corresponding impacts were determined to be significant and unavoidable, and if the decision-makers choose to approve the project, they would adopt a statement of overriding considerations because of the uncertainties associated with implementing those measures. Because improvement measures are not required under CEQA, the agencies approving the project may make a determination as to the feasibility or desirability of the improvement measures, based on various factors, including funding availability, and decide whether or not to implement any of the identified improvement measures outside of the CEQA process.

### 12.11.6 Transit Impacts – AC Transit [TR-5]

#### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-ACTransit-01      A-ACTransit-02      A-ACTransit-03      A-ACTransit-04

- The commenter summarizes the significant and unavoidable impacts to AC Transit that were identified in the Draft EIR, and encourages the City to prioritize funding made available for the People Plan to mitigate impacts to AC Transit. [A-ACTransit-01]
- The commenter raises concerns regarding weekend delays at the Bay Bridge Toll Plaza potentially impacting AC Transit operations, and suggests enforcing HOV lanes during the weekend event days. [A-ACTransit-02]
- The commenter indicates that although the Draft EIR does not identify significant impacts to AC Transit during the weekday commute, there could be impacts during the peak hour of the peak period, and requests that the City coordinate with AC Transit to minimize impacts to existing riders. [A-ACTransit-03]
- The commenter requests that the City encourage transit use during AC34 events, and that AC Transit would work with the City to promote use of the Clipper Card and other transit incentives. [A-ACTransit-04]

#### Response TR-5

Comment A-ACTransit-01 requests that the City prioritize funds to mitigate the identified impacts to AC Transit. The comment is acknowledged. This information will be forwarded to the decision makers.

In response to Comment A-ACTransit-02, the September 2011 People Plan includes monitoring of the transportation network to provide real-time information on conditions to service providers and system users. Monitoring of conditions on event days would be coordinated between the various transit service providers, SFMTA, the Bay Area Toll Authority (BATA), GGBHTD, and Caltrans to maximize capacity of the transportation network. Coordination with operations on the Bay Bridge, including the westbound approach to the toll plaza, would be part of the

monitoring effort. Extension of non-bus HOV hours to weekends (the bus lane is available 7 days a week, 24-hours a day) would likely require change in legislation, and may not be practical to pursue for the temporary AC34 events. Other options available to BATA, such as changes in the processing rates at the toll plaza metering lights may be more effective in reducing westbound traffic delays during peak AC34 event days.

The transit capacity utilization analysis was conducted for the peak hour of the peak period. As indicated in Table 5.6-24 on EIR page 5.6-87, during the weekday p.m. peak hour, the capacity utilization for transit service to the East Bay is projected to be 82 percent for AC Transit, BART, and ferries combined, for both AC34 2012 and AC34 2013 event conditions, and 64 percent for AC Transit lines. Even accounting for the peak hour at its peak period, it is not anticipated that AC Transit's peak weekday commute period would be substantially affected by AC34 events. Nevertheless, the City would coordinate with AC Transit to ensure that weekday impacts remain less than significant. As indicated in Table 5.6-25 on EIR page 5.6-68, Saturday midday peak hour service from the East Bay would be at 130 percent capacity utilization for AC34 2012 events, and at 187 percent for AC34 2013 events. To accommodate the weekend demand to and from the East Bay, a combination of AC Transit bus, BART train, and ferry service increases would be provided. The City would continue to coordinate with MTC, AC Transit, BART, and WETA on strategies on how to best accommodate East Bay transit riders.

Please see Section 12.11.3, Response TR-2f for discussion of the supplemental transit capacity utilization analysis which reflects the preliminary agreements with the regional transit operators, as included in the September 2011 People Plan. Implementation of the preliminary agreement with AC Transit would be expected to reduce capacity utilization on weekends to 64 percent and 92 percent in 2012 and 2013, respectively.

In response to Comment A-ACTransit-04, the City is coordinating with MTC and regional transit service providers such as AC Transit, BART, Golden Gate Transit, Caltrain, to facilitate the use of a single fare mechanism such as the Clipper Card and a common service fare to make transit use simpler and attractive to visitors and locals. It is anticipated that Clipper Cards would be provided with San Francisco area hotel bookings where feasible when making reservations.

### **12.11.7 AC34 Transit Impacts – Golden Gate Bridge Highway & Transportation District [TR-6]**

This topic is further subdivided into the following sub-topics:

- TR-6a, General, Golden Gate Transit
- TR-6b, Impact on Golden Gate Bus Service
- TR-6c, Impact on Golden Gate Ferry Service
- TR-6d, Golden Gate Transit Impacts to Secondary Viewing Areas
- TR-6e, Golden Gate Transit Impacts due to Long-Term Development
- TR-6f, Golden Gate Transit Impacts due to Cumulative Development

## **TR-6a, General, Golden Gate Transit – Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-NPS2-27	A-GGBHTD-10	O-MCL-06
A-GGBHTD-01	A-GGBHTD-16	

- The commenter requests that Golden Gate Transit buses be allowed to stop at federal sites to allow for drop offs and pick ups within San Francisco, increasing transit capacity. [A-NPS2-27]
- The commenter indicates that GGBHTD is looking forward to continuing collaboration with the City on the AC34, however has concerns regarding impacts on their regular bus and ferry service. [A-GGBHTD-01]
- The commenter acknowledges the disclosure of potential impacts on GGT service, and requests verification that Mitigation Measure M-TR-22 (Additional Golden Gate Transit Service) includes additional ferry and bus service. [A-GGBHTD-10, A-GGBHTD-16]
- The commenter request information on the supplemental transit service to and from Marin to be provided during AC34 event days. [O-MCL-06]

### **Response TR-6a**

Comment A-GGBHTD-01 contains introductory information and is not a direct comment on environmental issues or content or adequacy of the Draft EIR. No response is required. However, each of the commenter's specific issues related to potential impacts to GGBHTD regular bus and ferry operations are addressed in this document, primarily under Responses TR-6 (and associated sub-topics) and TR-2.

In response to Comment A-NPS2-27, the City has been coordinating with Golden Gate Bridge Highway & Transportation District (GGBHTD), as well as other regional transit operators, regarding the provision of additional service to accommodate AC34 spectator transit demand. The preliminary commitments, initially outlined in Mitigation Measure M-TR-22 (Additional Golden Gate Transit Service), have been refined and are included in the September 2011 People Plan. While specific funding for the additional service has not yet been committed, the inclusion of the additional service in the September 2011 People Plan reflects the City's commitment to transit as the primary travel mode for the AC34 events. In addition, the September 2011 People Plan (page 30 of this plan) calls for the ability for Golden Gate Transit to serve local drop-off/pick-up service in San Francisco, using the bus stops currently shared with Muni and already used for inbound drop-off and outbound pick-up, reflecting service change "pilot" proposals supported both by SFMTA and Golden Gate Transit in the People Plan development process. Please see Section 12.11.3, Response TR-2f regarding transit capacity utilization analysis for AC34 conditions reflecting the additional regional transit service included in the September 2011 People Plan.

In response to Comment GGBHTD-10 and GGBHTD-16, Impact TR-22 (for AC34 2012 events) and Impact TR-65 (for AC34 2013 events) discuss the capacity utilization of both the GGBHTD bus and ferry service. The impact discussion acknowledges that the additional demand generated by the AC34 events could be accommodated through a combination of ferry and bus service. Mitigation Measure M-TR-22 (Additional Golden Gate Transit Service) provides information on the potential supplemental bus service between the North Bay and San Francisco. Additionally, as indicated in Response TR-2f, the September 2011 People Plan includes additional ferry runs from Larkspur and Sausalito to San Francisco. The preferred utilization of the term Golden Gate Transit to refer to the bus service, and Golden Gate Ferry to indicate ferry service is noted.

In response to Comment O-MCL-06, page 5.6-43 of the Draft EIR briefly describes the overall services to be provided by the regional transit operators on race days. The September 2011 People Plan document (pages 30 and 31 of this plan) expands the information and provides more detailed service data. Specifically for the North Bay, the following transit service enhancements are being proposed for the 2012 and 2013 on weekend race-days. Similar service augmentation might also be considered for peak weekday race-days:

- 93 “Short” Bus Service: This shorter version of the current 93 line would run between the Presidio and the Civic Center BART Station via Van Ness Avenue at 15-minute headways, operating between the hours of 11 a.m. and 7 p.m. Each bus would have a seated capacity of either 40 or 72 passengers.
- 4 “Short” Bus Service: This line runs from Marin County to the Transbay Terminal via the Presidio, the Marina, Fisherman’s Wharf, eastside Telegraph Hill and the Financial District to South of Market. The line is proposed to be augmented on peak weekend race days to alternate one bus run originating from the Manzanita Park & Ride near Marin City and another bus run originating at the Golden Gate Bridge Toll Plaza. Both would run to downtown San Francisco, terminating near Embarcadero BART and the Temporary Transbay Terminal.
- Larkspur Ferry Service: Add nine high-speed boat runs per weekend day between existing services from the North Bay to San Francisco; each ferry could carry up to 400 passengers plus bikes.
- Sausalito Ferry Service: Add one additional ferry run per weekend day between Sausalito and San Francisco; each ferry could carry up to 400 passengers plus bikes.
- Vallejo Ferry Service: while proposed by WETA, rather than Golden Gate Ferry, augmented ferry runs between San Francisco and Vallejo in the People Plan could be considered as additional transit choice and capacity options serving the North Bay.

Please see Section 12.11.3, Response TR-2f for discussion of the supplemental transit capacity utilization analysis which reflects the preliminary agreements with the regional transit operators, as included in the September 2011 People Plan.

## **TR-6b, Impact on Golden Gate Transit Bus Service – Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-GGBHTD-08	A-GGBHTD-14	A-GGBHTD-23
A-GGBHTD-11	A-GGBHTD-17	A-GGBHTD-24

- The commenter summarizes the potential impacts to Golden Gate Transit operations, including performance and costs, associated with increased congestion at intersections and summarizes the significant and unavoidable impacts. [A-GGBHTD-08, A-GGBHTD-11, A-GGBHTD-14, A-GGBHTD-17, A-GGBHTD-23, A-GGBHTD-24]

### **Response TR-6b**

The comments summarize the potential impacts to Golden Gate Transit operations associated with increased congestion at intersections as described in Draft EIR Impact TR-1 to TR-12 and Impact TR-26 for AC34 2012 events, and Impact TR-38 to TR-59 and Impact TR-69 for AC34 2013 events, and summarizes the significant unavoidable impacts presented in Section 6.3.1, Significant Unavoidable Impacts. The commenter acknowledges the potential impacts and indicates that GGBHTD would rely on the City and project sponsors to implement all proposed mitigation measures.

As summarized by the commenter, AC34 events would result in additional congestion at numerous intersections throughout San Francisco, with a greater number and intensity of impacts during the AC34 2013 events. Implementation of Mitigation Measure M-TR-1 (People Plan Special Provisions), and in particular M-TR-1a (Traffic Monitoring and Management Program), would serve to minimize potential impacts on transit operations. However, the Draft EIR acknowledges that the effectiveness of M-TR-1 is unknown, therefore the AC34 events would result in temporary but significant and unavoidable impacts.

The closure of one or more northbound lanes of The Embarcadero would not occur during the weekdays, and therefore, would not affect Golden Gate Transit's commute bus service.

## **TR-6c, Impact on Golden Gate Ferry Service – Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-GGBHTD-12	A-GGBHTD-18
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- The commenter raises concerns regarding ferry service disruptions during AC34 event races. [A-GGBHTD-12, A-GGBHTD-18]

### **Response TR-6c**

The Draft EIR discloses in Impact TR-27 (for AC34 2012 events) and in Impact TR-70 (for AC34 2013 events), that implementation of the AC34 events would disrupt regular scheduled ferry

operations and that this impact would be significant and unavoidable with mitigation. AC34 races would take place between 1:00 and 5:00 p.m. (although not anticipated to occur uninterrupted for the entire four-hour duration), and since there are multiple ferry routes traveling to and from San Francisco throughout the day, it is likely that some routes would be affected by the races. However, the race course has been significantly reduced in area between the March and September version of the People Plan, indicating that potential conflicts between races and ferry routes are also likely to be less than originally anticipated. The Event Authority is currently coordinating with the United States Coast Guard and the ferry operators to minimize the impact on scheduled ferry service. As indicated in the Draft EIR, Mitigation Measure M-TR-1d (Public Information Program) would alert the public and ferry service providers to changes in ferry service schedules, ferry service disruptions, and potential delays as a result of the AC34 events.

### **TR-6d, Golden Gate Transit Impacts to Secondary Viewing Areas – Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-GGBHTD-09  
A-GGBHTD-13

A-GGBHTD-15  
A-GGBHTD-19

A-GGBHTD-25

- The commenter raises concerns regarding impacts to Golden Gate Transit service in Tiburon and Sausalito. [A-GGBHTD-09, A-GGBHTD-15, A-GGBHTD-25]
- The commenter raises concerns regarding transit ridership to secondary viewing areas, and indicates that if ridership exceed projections during the AC34 2012 events, that GGT would like to revisit whether additional transit service should be provided for AC34 2013 events. [A-GGBHTD-13, A-GGBHTD-19]

### **Response TR-6d**

In response to Comments A-GGBNTD-13 and A-GGBHTD-19, as noted by the commenter, it is not anticipated that the increase in the number of transit riders destined to the secondary viewing areas would substantially affect transit operations during AC34 2012 (see Impact TR-28) or AC34 2013 (see Impact TR-71) event days. However, the September 2011 People Plan includes the development of a monitoring program of the transportation network to allow for real-time information for service providers and system users, and to plan for subsequent event days. Therefore, as suggested by the commenter, monitoring and evaluation of conditions during the AC34 2012 events would inform any adjustments, revisions, and new agreements that may be necessary to better prepare the City and region for the AC34 2013 events.

In response to Comments A-GGBHTD-09, A-GGBHTD-15, and A-GGBHTD-25, it is not anticipated that the number of vehicle trips destined to and from the secondary viewing areas would substantially affect roadway or transit operations within Sausalito and Tiburon greater than typical peak weekend days. The EIR estimates of spectators (on pages 5.6-61 and 5.6-62) indicate that up to 2 percent of all the daily person trips generated by AC34 would go to Sausalito, representing up to 685 vehicle trips during the midday weekend peak hour in 2013.

The estimated demand would not be expected to result in significant transportation impacts in Sausalito and as such, no mitigation measures have been identified in the EIR. Similarly, the EIR estimates that up to 1,200 visitors per day would go to Tiburon on an average peak race weekend day when about 334,000 spectators per day are estimated to view the AC34 2013 races. This daily travel demand translates into 164 vehicle trips during the midday peak hour in 2013. For the majority of weekend days, and during weekday race days, the travel demand in Tiburon associated with the AC34 events would be substantially lower. While significant traffic impacts are not anticipated in Tiburon, the Draft EIR does acknowledge that the AC34 events could result in temporary congestion levels at secondary viewing areas. As discussed on Draft EIR page 5.6-84 under Impact TR-16 for AC34 2012 events and on page 5.6-121 under Impact TR-59 for AC34 2013 events, the vehicle trips generated by the events would be distributed among multiple locations, and could potentially temporarily exacerbate congestion and reduce levels of service at key intersections. The Draft EIR identifies this as a significant and unavoidable impact with mitigation.

It should be noted that since publication of the Draft EIR, the primary race area has been moved south, which would make both Sausalito and Tiburon less attractive areas to view the races from, and therefore the number of vehicles destined to and from Sausalito and Tiburon would likely be less than what was anticipated in the Draft EIR; see Chapter 11 for further description of the primary race area.

### **TR-6e, Golden Gate Transit Impacts due to Long-term Development Rights – Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-GGBHTD-21

- The commenter raises concerns regarding increased congestion at intersections through which Golden Gate Transit buses travel that is due to the additional vehicles generated by long-term development. [A-GGBHTD-21]

### **Response TR-6e**

The comment notes that increased congestion associated with long-term development rights under the Host Agreement within downtown and along the waterfront could affect on-time performance and service costs for Golden Gate Transit. As noted on EIR pages 5.6-165 to 5.6-168, long-term development rights under the Host Agreement would result in significant traffic and transit impacts. Implementation of Mitigation Measure M-LT-TR (Transportation Mitigation Measures for Long-Term Development), which would include signal timing changes, implementation of transportation demand management programs, and implementation of SFMTA's Integrated Transportation Management System would serve to reduce impacts related to traffic congestion. However, since the ability of the potential mitigation measures to reduce the long-term development impacts to less than significant is uncertain at this time, the impacts were determined to be significant and unavoidable. As discussed in more detail in Section 12.6, Response IO-6, any future long-term development proposal at Port properties pursuant to the

Host Agreement would be subject to future, project-specific CEQA analysis, and long-term mitigation measures would be re-evaluated to determine their applicability and effectiveness and project-specific mitigation measures would be identified.

### **TR-6f, Golden Gate Transit Impacts due to Cumulative Development – Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-GGBHTD-22

- The commenter raises concerns regarding increased congestion at intersections through which Golden Gate Transit buses travel that is due to the additional vehicles generated by cumulative development. [A-GGBHTD-22]

### **Response TR-6f**

The comment notes that under 2035 Cumulative conditions, increased congestion within downtown and along the waterfront could affect on-time performance and service costs for Golden Gate Transit. As noted on Draft EIR page 5.6-176, a number of study intersections would operate at LOS E or LOS F during at least one of the three analysis hours under the 2035 Cumulative conditions. The Draft EIR, page 5.6-178, discusses potential mitigation measures at intersections where the Cruise Terminal would result in significant traffic impacts, including adding vehicular capacity and signal timing changes. However, no feasible mitigation measures are identified. For this reason, cumulative traffic impacts at a number of intersections along The Embarcadero are determined to be significant and unavoidable.

### **12.11.8 AC 34 Transit Impacts – Other [TR-7]**

This topic is further subdivided into the following sub-topics:

- TR-7a, Ferry Service to Alcatraz
- TR-7b, PresidiGo Shuttle Service
- TR-7c, Transit Plan for other NPS Areas
- TR-7d, Significant and Unavoidable Impacts
- TR-7e, Other Transit Issues

### **TR-7a, Ferry Service to Alcatraz – Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-NPS2-11  
A-NPS2-25

A-NPS2-28  
A-NPS2-158

A-NPS2-169

- The commenter inquires about maintaining ferry service to Alcatraz Island. [A-NPS2-11]
- The commenter raises concerns regarding the public's ability to access the Alcatraz Island ferry service, and states that access to the ferry service needs to be included in the People Plan. [A-NPS2-25]



- The commenter indicates that the Alcatraz Island ferry service is not included in M-TR-1. [A-NPS2-28]
- The commenter inquires about the preservation of visitor access to Piers 31½/33 (Alcatraz Landing) during AC34 race events and the effects of the races on ferry service to Alcatraz Landing. [A-NPS2-158]
- The commenter requests that the effect of the AC34 races on the Alcatraz Island ferry service and ability of park visitors to access the island be addressed. In addition, the commenter requests that the visitor experience and visitor use of Alcatraz Island be addressed. [A-NPS2-169]

### Response TR-7a

In response to Comments A-NPS2-11, A-NPS2-25, A-NPS2-28, A-NPS2-158, and A-NPS2-169, impacts related to disruptions of regular scheduled ferry operations, such as the Alcatraz ferry service, are discussed in Impact TR-27 for AC34 2012 events, and Impact TR-70 for AC34 2013 events. During the AC34 2012 and AC34 2013 events, ferry service to Alcatraz Island would be generally maintained. Service would have to be delayed or suspended during the actual races since the race area would be located between the ferry landing at Piers 31½/33 and Alcatraz Island. The exact ferry service cancellation periods would be coordinated with the Event Authority by the United States Coast Guard and should be known in advance of the events. Since tickets to the ferry service to Alcatraz Island are sold days and sometimes weeks in advance, particularly during the summer, it is expected that the disruption to Alcatraz ferry service operations on the day of the event would be minimized; only those visitors with tickets for the ferry services provided on a given day would come to the landing site. Nevertheless, the Draft EIR discloses that the AC34 events would result in significant and unavoidable impacts with mitigation due the potential disruptions to ferry operations. Section 4.5, Water Transport and Ferries in the September 2011 People Plan (pages 61 to 64 of this plan) focuses primarily on ferry operations serving as public transit.

Please see Section 12.16, Response RE-1, for discussion of recreation use displacement and visitor experience effects during the AC34 events.

### TR-7b, PresidiGo Shuttle Service – Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-NPS2-26

A-Presidio-06

A-Presidio-16

O-ACEC-197

- The commenter expresses the shortcomings of the existing PresidiGo shuttle service to accommodate AC34 event and indicates the need to establish an Integrated Transportation Operations Team to manage transit operations. [A-NPS2-26]
- The commenter asks that the effects that the Doyle Drive reconstruction project would have on the PresidiGo service (routes and services) be described in the Draft EIR. [A-Presidio-06]

- The commenter supports the expansion of the PresidiGo service presented in the Draft EIR and indicates that its current fleet will need to be supplemented in order to provide the service. The commenter also indicates that most of the pedestrian access across Doyle Drive will be closed as a result of the ongoing construction which will affect PresidiGo service. [A-Presidio-16]
- The commenter suggests that Muni monthly passes are accepted on PresidiGo shuttles. [O-ACEC-197]

## Response TR-7b

In response to Comment A-NPS2-26, the commenter is correct that the current PresidiGo shuttle bus service would not be sufficient to accommodate the expected needs of AC34 visitors to Crissy Field and the Presidio during the AC34 events, and this effect has been identified in Impact TR-18 (page 5.6-90) and Impact TR-61 (page 5.6-124). The Draft EIR identifies Mitigation Measure M-TR-18 (Additional PresidiGo Shuttle Services) on page 5.6-91 as a means to potentially reduce impacts to a less-than-significant level. The September 2011 People Plan, in coordination with the Presidio Trust, proposes a range of augmented services for the PresidiGo service, both in-park and to/from downtown, including extending weekend and weekday service (pages 67 and 68 of the September 2011 People Plan). The frequency and hours proposed for downtown service range from hourly to every fifteen minutes, and would be tailored to match need based on size and crowds. The expanded PresidiGo service would supplement the new proposed Muni lines (30L and 47L) that would connect downtown and the Civic Center with Crissy Field and Aquatic Park with limited stops, as well as the expanded Golden Gate Transit bus service along Lombard Street, Van Ness Avenue, and Bay Street that would be allowed to pick up and drop of passengers within San Francisco. Transportation issues will be integrated into the Public Safety Plan as part of the Incident Command System (see Chapter 11).

In response to Comment A-Presidio-06, the PresidiGo shuttle provides free bus service within the Presidio (Around-the-Park route) on weekdays and weekends, takes access to Crissy Field via Halleck Street (inbound) and McDowell Avenue (outbound). The reconstruction of Doyle Drive will necessitate the closure of Halleck and Marshall Streets, starting in early in 2012 until the completion of the project in mid-2015. During the construction phase, which would coincide with the 2012 and 2013 AC34 events, vehicular access to Crissy Field from the south side of the Presidio would only be possible via McDowell Avenue, or Mason Street through the Marina Gate. The Around-the-Park shuttle service would be reconfigured accordingly, with minor effects on its operating hours and frequencies. The Presidio Trust is considering various Around-the-Park route alternatives to Crissy Field which are not yet finalized. Among the alternatives being considered are: providing both inbound and outbound service to Crissy Field via McDowell Avenue, or entering Crissy Field via McDowell Avenue, exiting via Mason Avenue, continuing behind the Palace of Fine Arts, and re-entering the Presidio at the Gorgas Avenue gate.<sup>7</sup>

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<sup>7</sup> Personal Communication, the Army Marshall, the Presidio Trust, November 7, 2011.

In response to Comment A-Presidio-16, the September 2011 People Plan proposes a range of augmented services for the PresidiGo service, both in-park and to/from downtown, including extending weekend and weekday service (pages 67 and 68 of the September 2011 People Plan) and identifies the America's Cup Organizing Committee's philanthropic contribution program as a potential funding source for increased transit service (page 12 of the September 2011 People Plan). The closure of Halleck and Marshall Streets across Doyle Drive as part of the reconstruction project is accounted for in the September 2011 People Plan (page 65 of this plan) where it calls for measures to secure universal access to Crissy Field from the Presidio Main Post in 2012 and 2013, as feasible and in coordination with Caltrans, the National Park Service, and the San Francisco County Transportation Authority.

In response to Comment O-ACEC-197, information provided on the Presidio Trust website regarding the PresidiGo Shuttle, indicates that only a Muni Passport (and not a FastPass, as suggested in the comment), could be used by visitors on the PresidiGo Downtown service during peak commute hours. As the September 2011 People Plan indicates on page 67, the expanded use of Clipper Card to further the range of travel choices includes the PresidiGo shuttle for the AC34 2012 and AC34 2013 events. No change to the description of the PresidiGo service is required. (see <http://www.presidio.gov/tenants/transit/downtown.htm>)

### **TR-7c, Transit Plan for other NPS Areas – Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-NPS2-30

- The commenter expresses the need to increase transit service to Fort Baker and the Marin Headlands to preserve public access to these sites given the likely closure of access roads to private vehicles. [A-NPS2-30]

### **Response TR-7c**

It is expected that public access to Fort Baker and the Marin Headlands would be managed in a similar manner as during current special events, such as Independence Day and Fleet Weekend, which occasionally includes roadway closures. Given the proposed race course and the viewing opportunities, the expected visitation to Marin County sites would be relatively small, between 1.5 and 4 percent of the total landside spectators (see Table 5.6-11, Estimated Daily Spectators by Area for Average Peak Race Day for AC34 2012 and AC34 2013 on EIR page 5.6-57), which would only call for potential roadway closures on a handful of weekend days with the highest attendance (5 out of 85 race days are identified as peak race days; Table 5.6-10, page 5.6-55). Although not specifically identified in the People Plan, supplemental transit service to Fort Baker and the Marin Headlands could be implemented on peak race days, if deemed necessary; the September 2011 People Plan includes the augmentation of the Golden Gate Transit 4 line to Marin County's Manzanita park and ride lot, which could include a stop within hiking distance of Fort Baker north of the Golden Gate Bridge. The September 2011 People Plan (page 21 of this plan) also states that additional collaboration would be expected to take place as part of the ongoing planning process.

## **TR-7d, Significant and Unavoidable Impacts – Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

O-TIRN-33

O-ACEC-178

O-ACEC-208

- The commenter raises concerns regarding significant and unavoidable impacts on ferry service, and urges the City to provide clean, low or zero-emission water transportation to accommodate AC34 travel demand. In addition, the commenter indicates that the Draft EIR must conduct a comparative air quality analysis of transportation options. [O-TIRN2-33, O-ACEC-178, O-ACEC-208]

### **Response TR-7d**

As indicated in discussion for Impacts TR-21, TR-22 and TR-33 for AC34 2012 events and Impacts TR-64, TR-65, and TR-66 for AC34 2013 events, impacts to the capacity of WETA, Golden Gate Transit, and Blue & Gold ferry routes were determined to be temporary but significant and unavoidable. The impact was determined to be significant and unavoidable due to transit plans not being finalized for these transit operators and because full funding for additional transit service has not yet been identified. Since publication of the Draft EIR, transit service plans have been developed, and additional service would be supported and provided by all three service providers, and supported by MTC, as indicated in the People Plan. However, full funding for the additional service has not been identified, and therefore, impacts would continue to be temporary but significant and unavoidable.

Please see Section 12.11.3, Response TR-2f for discussion of the supplemental transit capacity utilization analysis which reflects the preliminary agreements with the regional transit operators, as included in the September 2011 People Plan. With implementation of the additional service during the AC34 2012 events, the capacity utilization for the Saturday midday peak hour would be less than 100 percent for the East Bay, North Bay, and South Bay screenlines, and all transit providers would operate at capacity utilization of less than 100 percent.

With implementation of the additional service during the AC34 2013 events, the capacity utilization for the Saturday midday peak hour would be less than 100 percent for the East Bay and South Bay screenlines. However, within the East Bay screenline, the capacity utilization for ferries would be 112 percent, and within the South Bay screenline, Caltrain/Oyster Bay ferry capacity utilization would be 111 percent, and SamTrans would be 131 percent. BART to and from the East Bay and South Bay would have excess capacity, and would be able to accommodate some riders from East Bay ferries, Caltrain, the Oyster Bay ferry, and SamTrans. During the AC34 2013 events, the Saturday midday peak hour capacity utilization for the North Bay would be 147 percent, with capacity utilization greater than 100 percent for both buses and ferries, and a greater increase in transit service enhancements in the form of increased headways or additional routes would be required.

The commenter recommends that clean, low or zero emissions water transportation be provided to mitigate impacts related to ferry capacity utilization. The provision of a clean, low or zero emission boat, would not serve to substantially accommodate the shortfall in ferry capacity described above, and, given that these boats are still being tested, it is unlikely that a clean, low or zero emission vessel can be procured in time for either the AC34 2012 or AC34 2013 events. Additional information on clean ferries is provided below in Response TR-7e. Therefore, the proposal to construct such a ferry for use during the AC34 events would not be considered a feasible mitigation measure.

Please see Section 12.13, Response AQ-9, regarding air quality impacts of transportation mitigation measures.

### **TR-7e, Other Transit Issues – Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-Tiburon-06	O-ACEC-186	O-ACEC-214
O-ACEC-180	O-ACEC-210	O-TIRN-35
O-ACEC-181	O-ACEC-211	O-TIRN-40
O-ACEC-182	O-ACEC-212	
O-ACEC-183	O-ACEC-213	

- The commenter asks that the Draft EIR include a capacity and utilization assessment of the AC34 visitors expected to come to Tiburon by public transportation. [A-Tiburon-06]
- The commenter presents an option for additional ferry service via clean, low or zero-emission water transportation during AC34 events to mitigate transportation and air quality impacts to less-than-significant levels. [O-TIRN2-35, O-ACEC-180, O-ACEC-181, O-ACEC-182, O-ACEC-183, O-ACEC-210, O-ACEC-211, O-ACEC-212, O-ACEC-213, O-ACEC-214]
- The commenter presents an option for use of ferry service to accommodate demand associated with AC34 and other special events that rely on additional transit service, such as Giants baseball games. [O-TIRN-40, O-ACEC-186]

### **Response TR-7e**

In response to multiple comments (O-TIRN2-35, O-TIRN2-40, O-ACEC-180, O-ACEC-181, O-ACEC-182, O-ACEC-183, O-ACEC-186, O-ACEC-210, O-ACEC-211, O-ACEC-212, O-ACEC-213, O-ACEC-214), the impacts related to disruptions of regular scheduled ferry operations are discussed in Impact TR-27 for AC34 2012 events, and Impact TR-70 for AC34 2013 events. During races, the ferry boats would need to be rerouted around the race course, or would need to interrupt service that travels through the race course. As indicated on Draft EIR pages 3-88 and 5.6-104 and in Chapter 11 of this document, the United States Coast Guard (USCG) has jurisdiction on vessel traffic in the Bay and would be responsible for coordinating ongoing commercial operations on the Bay, including ferry service. Prior to the AC34 events, the USCG would issue Special Local Regulations addressing safety issues and rules for vessel traffic. The Draft EIR determined that impacts to scheduled ferry operators would be temporary but significant and unavoidable. The

provision of a new clean ferry, such as wind powered, winged ferry identified by the commenter would not reduce these impacts, since this new ferry would also be subject to interruptions in service due to races.

Ridership demand associated with the AC34 events would not be between various locations along the City waterfront, but instead travel between San Francisco and the North Bay, and between San Francisco and the East Bay. A new ferry route that would make stops along the waterfront (e.g., circling the Bay route suggested by the commenter) would not address the needs of commuter rider, or spectators destined to or from San Francisco by ferry. As part of the People Plan effort, the regional transit operators providing service between the San Francisco and the North Bay, and between San Francisco and the East Bay have identified additional service that would be implemented. These include both ferry and bus service that would use existing buses and ferries available to the transit operators. The September 2011 People Plan indicates that water taxi service would be evaluated as AC34 event planning continues. It is possible that a pilot or demonstration water taxi along the waterfront that is non-diesel, produces zero or near-zero emissions and that operates primarily on renewable energy such as wind, solar, biofuels or fuel cells could be considered, evaluated, and partnerships explored.

Based on information provided by Jay Gardner (president of Wind and Winged Technologies) to the San Francisco Planning Department, the time frame for building and approval of a useable vessel would be about a year for a 90-passenger ferry boat, and about two and a half years for a 149-passenger ferry boat. However, accounting for the time it would take to arrange for financing (financing for purchase of transit vehicles generally includes a combination of federal, state and/or local funding) and procurement of such a vessel, delivery would be extended beyond the AC34 2012 or 2013 events. Therefore, the proposal to construct such a ferry for use during the AC34 events, including on days with other special events occurring simultaneously in San Francisco, would not be considered a feasible mitigation measure. Additionally, even if such a vessel were to be provided, impacts would not be reduced to less-than-significant levels because the single ferry would have relatively limited capacity and would not fully accommodate the ridership and would still be subject to delays associated with race operations on the Bay.

- Charter sailing vessels would continue to operate during AC34 events, providing recreational services, but would not be appropriate to serve as public transit. These sailing vessels would take very long to cross between San Francisco and the North Bay, or San Francisco and the East Bay, and would be unpredictable due to conditions related to tides, wind, AC34 races, and other commercial traffic on the Bay, and would accommodate a limited number of passengers. In addition, these charter services would have to have a similar or lower fare structure as public transit, otherwise riders would likely opt for the lower cost option.
- As indicated above, additional transit service between San Francisco and the North Bay, and San Francisco and the East Bay would be provided through a combination of bus, rail, and ferry service. Providing additional service using existing vessels and facilities would be more cost effective and efficient than purchasing a limited capacity wind-powered ferry, although not as environmentally friendly as noted by the commenter.

- The transit plan developed with the regional transit operators does not include the use of existing private charter vessels to supplement their services. While the potential exists for supplementing public transit operators with private charters, as noted above, charter services would need to have a similar or lower fare structure as public transit, which may not be financially feasible for the charter service owners. Private charter vessels would continue to operate on the Bay, as under existing conditions, and therefore, the impacts on air quality would be accounted for.

In response to Comment A-Tiburon-06, the September 2011 People Plan does not currently anticipate that any additional ferry service would be provided between Tiburon and San Francisco. As indicated in Table 5.6-15 on Draft EIR page 5.6.62, during the AC34 2013 average peak race weekend day, there would be about 14 transit and bicycle person trips traveling to Tiburon during the midday peak hour. On weekends, there are about 600 passenger trips a day on the Tiburon-San Francisco ferry service, with peak loads of approximately 150 passengers per boat.<sup>8</sup> Since the capacity of the ferry boat is about 400 passengers, and an increase of 14 passengers (or more if people choose to adjust their mode of travel in response to the Public Information Program outreach) associated with the AC34 events would not be expected to exceed the capacity utilization.

### 12.11.9 AC34 Bicycle Impacts [TR-8]

This topic is further subdivided into the following sub-topics:

- TR-8a, General Bicycle Impacts
- TR-8b, Bicycle Improvements
- TR-8c, Additional Street Closures

#### TR-8a, General Bicycle Impacts – Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-NPS2-197	A-Sausalito-16	O-NRDC-27
A-Sausalito-06	O-ACEC-227	O-SFBC-03
A-Sausalito-07	O-Explor-13	

- The commenter suggests that bicycles be rerouted away from crowded areas near Aquatic Park, and that the existing railroad tracks on the pedestrian promenade be removed and then resurfaced to eliminate potential hazards to bicycles. The commenter also asks that bicycles and public transportation be used to offset the increase in car traffic to park lands. [A-NPS2-197]
- The commenter suggests that bicycles have not been properly accounted for in the analysis and requests that the impact analysis also include the evaluation of bicycles boarding the ferries to return to San Francisco. [A-Sausalito-06]

<sup>8</sup> Downtown San Francisco Ferry Terminal Expansion and Public Space Improvement Concepts, WETA and Port of SF, May 2011

- The commenter believes that the potential safety impacts of bicyclists traveling on Alexander Avenue from U.S. 101 to Sausalito have not been properly assessed and suggests that bicycle lanes should be installed. The commenter also suggests that there would be a potential impact associated with automobiles or bicyclists stopping on Alexander Avenue and on the south side of Bridgeway to view the AC34 races. [A-Sausalito-07, A-Sausalito-16]
- The commenter requests provision of additional transit service to the waterfront, and that permanent bicycle facilities be included in the People Plan. [O-Explor-13]
- The commenter acknowledges that a substantial portion of the AC34 travel would be by non-auto modes, raises concerns regarding pedestrian and bicycle safety at intersections during AC34 events, and suggests expanding its bicycle sharing pilot prior to the AC34 events. [O-NRDC-27, O-ACEC-227]
- The commenter states that additional discussion should be added regarding bicycle access on transit, that bicycle storage during AC34 events should be expanded, and indicates that the operating agreement for the Caltrain bicycle parking facility is expiring. The commenter also states that expanded bicycle rental services should be discussed in greater detail. [O-SFBC-03]

## Response TR-8a

In response to Comment O-SFBC-03, the EIR text on page 5.6-30, following the second full paragraph and prior to Section 5.6.1.5, is revised as follows (new text is underlined):

Bicycles are allowed on weekends on Caltrain (between 50 and 80 bicycles per train, in a “bike” car only), on BART in all cars except the front car, and on Golden Gate Transit, WETA, and Blue & Gold ferries. In addition, bicycles are allowed in quantities limited by bicycle rack capacity on Muni buses (two per bus), AC Transit (two per bus), and Golden Gate Transit (three per bus, with additional capacity within luggage compartment on certain vehicles). Muni Metro allows carrying on of small, foldable bicycles only. Caltrain is currently proposing a second bicycle car to increase bicycle capacity in 2012. As of May 24, 2011, folding bicycles are allowed inside all Muni vehicles except cable cars, as long as they do not block seats or interfere with passenger or wheelchair movements.

This revision does not change the analysis or conclusions in the EIR.

As part of the People Plan, the City is working with Muni and the regional transit operators to expand bicycle access on transit. Peak AC34 bicycle demand would occur primarily on weekends, not during the weekday when bicycle capacity is often more constrained due to heavy usage of bicycle-transit connections by commuters. Details related to location for additional bicycle parking have not yet been developed; however, they would include, depending on the location, attended/valet bicycle parking, self-service bicycle parking, and bicycle racks. The September 2011 People Plan (page 36) states that, “Further event planning will include the identification of space and feasible operational models for temporary bicycle valet stations along the San Francisco waterfront from Piers 30-32 to Crissy Field. It would be important to locate these stations in close proximity to key points of interest and to assess their size, location and hours of operation as a function of the type of Event day. Prime candidate sites for expanding the supply



and provisions of space for secured bicycle parking include off-street parking facilities whose proximity to the key viewing sites make their management and prioritized use for purposes other than general parking a People Plan objective. These could include some or all of the following: Piers 30-32, the Ferry Building/ Embarcadero Station area, Piers 27 and 29, the Pier 39/Fisherman's Wharf area, the Marina Green/Fort Mason area, and the Crissy Field/Palace of Fine Arts area."

The issues surrounding bicycle parking at the Caltrain station will be more appropriately resolved separate from the AC34 planning process, as a long-term solution will need to be identified.

In response to Comments O-SFBC-03, O-NRDC-27, and O-ACEC-227, the People Plan identifies the potential expansion of bicycle rentals if it is determined that additional bicycle rental space or more strategic locations would be beneficial to the AC34 events. Coordination with the bicycle rental businesses, with respect to existing capacity and expanded operations during the AC34 events, has not been conducted, and therefore, additional details related to expanded bicycle rentals are not available at this time. In addition to expanded bicycle rental operations, the People Plan includes expansion of the Bay Area Regional Bicycle Sharing Pilot Program west of Sansome Street to Crissy Field in the Presidio (see Figure 6 in the People Plan); additional information about the upcoming bicycle sharing program in San Francisco can be found at <http://www.sfmta.com/cms/bshare/indxbshare.htm>.

In response to Comment O-Explor-13, the September 2011 People Plan (pages 40 to 45 of this plan) details eight specific improvements for bicycle travel along the waterfront. Some, such as the partial closure of the northbound The Embarcadero or the provision of bicycle parking in Harry Bridges Plaza, would be temporary in nature and aimed at supporting the additional bicycle travel expected on event days. Others, such as the Jefferson Street Public Realm Project, and Bay Trail improvements between Fort Mason and Crissy Field, or the start of the Bicycle Sharing Program will be fast-tracked as a result of the AC34 events, with the aim of becoming permanent and being expanded further beyond their initial AC34 concept. See also Section 12.11.5, Response TR-4a for discussion on of additional transit service during AC34 events.

In response to Comment A-NPS2-197, the measures included in the September 2011 People Plan developed for AC34 encourage walking, bicycling, and transit over the use of private automobiles to access the spectator viewing area. As such, the People Plan envisions the increase in frequencies on existing lines, the provision of limited express service on other lines, provision of secured bicycle parking, and implementation of a bicycle sharing network, combined with limited private vehicle access to the waterfront. The closure of streets near the waterfront, as is currently conducted for special events and is proposed for AC34 peak weekend days, would minimize crowding and increase safety. Specific projects to enhance the pedestrian and bicycle environment are being considered as part of the People Plan, including the use of the northbound right lane of The Embarcadero and the proposed Jefferson Street Public Realm Project in the Fisherman's Wharf Area. However, the removal of the existing rail and repaving of the promenade, while improving an existing condition, is not within the scope of the improvements possible for the AC34 events.

In response to Comment A-Sausalito-06, the transportation impact analysis in the EIR assumed that all AC34 visitors to the North Bay would drive, which allowed for a more conservative analysis of traffic conditions. The management of bicyclists at the Sausalito Ferry Terminal is discussed in the September 2011 People Plan (page 39 of this plan) as is the provision of additional ferry runs in addition to the existing ferry service (page 62 of the September 2011 People Plan). The queuing of bicyclists waiting to board the ferries is an existing condition, and would be expected to be managed as part of the transportation management strategies implemented by each municipality and/or transit operator.

In response to Comments A-Sausalito-07 and A-Sausalito-16, Alexander Avenue is under the joint jurisdiction of Golden Gate National Recreational Area (GGNRA), the California State Department of Transportation (Caltrans), and the Golden Gate Bridge Highway and Transportation District (GGBHTD), all of whom have evaluated the possibility of improving bicycle conditions there. Given the geometric constraints of Alexander Avenue, the provision of a separate bicycle lane (Class II) has been deemed unfeasible.<sup>9</sup> However, the NPS is currently studying the possibility of providing a northbound bicycle path from the north side of the Golden Gate Bridge to Sausalito through Fort Baker via Conzelman Road and East Road following an improved Bay Trail. The Bay Trail currently follows the alignment of Conzelman Road (which is currently temporarily closed for seismic retrofit of the Golden Gate Bridge) to Fort Baker and then East Road towards Sausalito. NPS is planning to connect the Bay Trail directly to Fort Baker with a proposed entrance from the Vista Point Overlook to an old alignment of Conzelman Road (now called Vista Point Road) as a multi-use trail to the Bay Area Discovery Museum campus. The recent repaving of East Road already provides a shared bike path to Alexander Avenue.<sup>10</sup>

As described in Chapter 11, under the AC34 Project Variant, the primary race area would be located in the southern part of the maximum race area, and the views of the race activities from Alexander Avenue would be marginal at best. The views would be somewhat better from Bridgeway (assuming no intervening obstructions), but not as good as from along East Road on Fort Baker, where most of the Marin County AC34 spectators would be expected to locate. Furthermore, it would be expected that GGBHTD, NPS and City police would continue to enforce existing traffic and parking regulations in the area.

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<sup>9</sup> Personal communication at AC34 NEPA scoping meeting; Stephen Kasierski, Fort Baker Real Estate Project Manager, National Park Service, August 17, 2011.

<sup>10</sup> Source: <http://www.parksconservancy.org/our-work/trails-forever/accomplishments/bay-trail-at-fort-baker.html>

## TR-8b, Bicycle Improvements – Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

O-SFBC-01

O-SFBC-04

- The commenter raises concerns that a resolved People Plan is required to determine whether the Draft EIR is adequate, and that the City should make ambitious circulation improvements for bicycle traffic and storage. [O-SFBC-01]
- The commenter states that inadequate information is provided regarding potential bicycle impacts during AC34 events at the project sites and adjoining areas, as well as at secondary viewing sites, and that additional mitigation measures would be needed. [O-SFBC-04]

### Response TR-8b

The People Plan issued on September 30, 2011 includes additional information regarding improvements that are planned to be implemented by various agencies that would support bicycling and walking during AC34 2012 and 2013 events. Permanent improvements proposed or planned to be implemented by the SFMTA and DPW — such as the Jefferson Street Public Realm Project and the Marina Green Bicycle Trail improvements between Fort Mason and Crissy Field, or the start of the Bicycle Sharing Program, have undergone environmental review and clearance, and do not need additional clearance as part of the AC34 event environmental review.<sup>11</sup>

As indicated by the commenter, impacts on bicycle access and operations in Impact TR-29 and Impact TR-30 were determined to be less than significant. The City has an established bicycle route network along the waterfront and throughout the City, with bicycle lanes provided on a number of streets, and which would provide bicycle access to the spectator venues and secondary viewing areas. The additional travel demand generated by the AC34 events would be accommodated during the majority of the event days without substantial change in conditions. On the super-peak event days, which would occur a limited number of weekend days in 2013, and on fewer days with fewer spectators in 2012, the crowds destined to the waterfront would result in increased congestion within the travel lanes, within bicycle lanes, and on the sidewalks. However, this condition would be temporary and expected at events where crowds are anticipated, and would not substantially interfere with bicycle access.

As described in Response TR-8b above, regarding the provision of bicycle parking spaces during the AC34 events, additional bicycle route enhancements and bicycle parking provisions to serve the secondary viewing areas while desirable would not be required since impacts were determined to be less than significant.

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<sup>11</sup> The Bicycle Sharing Pilot in San Francisco received a categorical exemption on June 16, 2011 (Case No. 2011.0620E).

The September 2011 People Plan provides additional detail related to potential bicycle improvements that are currently being pursued by the City to facilitate existing bicycle access. These include:

- Planned Jefferson Street Public Realm Project in Fisherman's Wharf – These public realm improvements will be going for approval before the Planning Commission on December 15, 2011 and the Board of Supervisors in early 2012. The improvements for the two-block segment of Jefferson Street between Jones and Hyde Streets, which includes making Jefferson Street into a shared public way, and providing a contra-flow bicycle lane, are being fast-tracked for completion in time for the AC34 2013 events.
- Marina Green Bicycle Trail Project – This project will create a Class I, multi-use path for bicyclists and pedestrians on the north sidewalk of Marina Boulevard between Laguna and Lyon Streets. Improvements made by City will include: bollard removal and upgrade, pathway and driveway intersection upgrades, pathway resurfacing, and signage and striping. These improvements are scheduled to begin following the AC34 2012 events and be completed in time for the AC34 2013 events.
- Multi-purpose lanes along The Embarcadero – During peak AC34 events, the September 2011 People Plan recommends closure of one northbound travel lane and the adjacent parking lane on The Embarcadero between Howard and Jefferson Streets. This temporary multi-purpose lane would provide for additional capacity for bicyclists (a bicycle lane is currently provided on The Embarcadero in both directions). At the Ferry Building and Harry Bridges Plaza, the temporary multi-purpose lane would transition from the right side of northbound The Embarcadero, to the left side adjacent to Harry Bridges Plaza.

Please see Chapter 11 for additional public access improvements that would occur under the AC34 Project Variant.

### **TR-8c, Additional Street Closures – Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

O-SFBC-05

- The commenter states that additional private vehicle access restrictions during AC34 events be included as mitigation measures, and identifies 12 street segments within San Francisco to consider, including:
  - Polk Street, Market Street to Aquatic Park
  - Market Street, Van Ness Avenue to The Embarcadero
  - The Embarcadero, Pier 40 to Jefferson Street
  - Jefferson Street, The Embarcadero to Van Ness Avenue
  - Washington Street, Kearny Street to The Embarcadero
  - Townsend Street, Eighth Street to The Embarcadero
  - Columbus Avenue, Montgomery Street to Beach Street
  - Baker Street, Greenwich Street to Marina Boulevard
  - Scott Street, Greenwich Street to Marina Boulevard

- Fillmore Street, Greenwich Street to Marina Boulevard
- Powell Street, Columbus Avenue to Jefferson Street
- Crissy Field Avenue, Lincoln Boulevard to Old Mason Street. [O-SFBC-05]

## Response TR-8c

With the exception of temporary improvements on The Embarcadero and permanent improvements on Jefferson Street during peak event days, the City has not identified any vehicle restrictions on Polk Street, Market Street, Washington Street, Townsend Street, Columbus Avenue, Baker Street, Scott Street, Fillmore Street, Powell Street, or Crissy Field Avenue to accommodate bicycle travel during AC34 events.

As indicated in Draft EIR page 5.6-44, during peak event days, vehicular access north of Bay Street between The Embarcadero and Fillmore Street, and north of Chestnut Street between Fillmore and Lyon Streets, could be restricted to vehicles although residents, authorized vehicles, and emergency vehicles would continue to have access within the restricted area. Bicyclists would also have unrestricted access to these streets. In the event that SFMTA determines that additional street closures would be included as part of the plan for restricted vehicle access, SFMTA would identify the streets noted above as bicycle access streets within the restricted area, supported by Parking Control Officers, as is done with Sunday Streets. Even in peak race days where such extensive closure to automobile traffic might not be determined as necessary or desirable, the September 2011 People Plan (Figure 6 of this plan) illustrates a configuration of off-street paths through Fort Mason and on-street use of parking lanes that could be subject to peak race-day parking removal to connect the bicycle networks in and between Crissy Field, Marina Green, Fort Mason, Aquatic Park, Fisherman's Wharf and The Embarcadero. The need for restriction of one or more streets would be made in coordination with vehicle detours that would be needed to accommodate travel lane closures on The Embarcadero and restricted access north of Bay and Chestnut Streets.

### 12.11.10 AC34 Pedestrian Impacts [TR-9]

This topic is further subdivided into the following sub-topics:

- TR-9a, Bay Trail
- TR-9b, Other Pedestrian Impacts

#### TR-9a, Bay Trail – Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

O-SFBC-06	O-SFBT-03	O-SFBT-05
O-SFBT-01	O-SFBT-04	

- The commenter states that Bay Trail improvements should be implemented prior to the AC34 events, and identifies four segments within San Francisco to consider. [O-SFBC-06]

- The commenter states that the intention of the People Plan with respect to the use of non-auto modes (particularly bicycles) to accommodate AC34 travel demand is unclear and that the City should commit to closing gaps in the Bay Trail along the San Francisco and Marin shorelines. The comment also provides clarification regarding the Bay Trail. [O-SFBT-01]
- The commenter identifies eight specific Bay Trail Project improvements that should be implemented prior to the AC34 events. [O-SFBT-03, O-SFBT-04]
- The commenter requests that the Bay Trail Project staff be included in development of implementation plans and event operations. [O-SFBT-05]

## Response TR-9a

In response to Comment O-SFBC-06, as part of the AC34 event planning process, the City is pursuing implementation of proposed and planned improvements that are part of the San Francisco Bicycle Plan, Jefferson Street Public Realm Plan, and the Marina Green Bicycle Trail Project that have completed separate environmental review, as well as temporary improvements developed specifically for the AC34 events.<sup>12</sup>

- Market Street/The Embarcadero Junction – At this location SFMTA is currently pursuing identification of a long-term solution to resolve the issues identified by the commenter. During AC34 events, due to the high volume of pedestrians anticipated to be present at this location, bicyclists would need to walk their bicycles through this junction, although they would be supported by the creation on peak weekend race days of the multi-purpose lanes that assume a northbound travel lane of The Embarcadero. Temporary bicycle detours and signage, routing bicyclists around the junction, for those bicyclists preferring to remain riding would be developed for the AC34 events.
- Marina Green Bicycle Trail Project – The September 2011 People Plan (page 45, and Figures 11 and 12 of this plan) identifies the implementation by City of a Class I, multi-use path for bicyclists and pedestrians on the north sidewalk of Marina Boulevard between Laguna and Lyon Streets. These improvements made by City are scheduled for completion in time to serve the 2013 events. In addition, during the AC34 events, parking would be temporarily restricted along Marina Green Drive between Scott and Webster Streets, and additional space for pedestrians would be provided. Please see Chapter 11 for a description of permanent public access improvements along the Marina Bay Trail under the AC34 Project Variant that would occur subsequent to the AC34 events.
- The Bayside pathway south of Pier 40 and the Lefty O'Doul Bridge proposals are not within the scope of the temporary AC34 events, and depending upon the extent of closure of the Bridge, might require substantial effort related to design and environmental review. While not proposed in the People Plan, it is noteworthy that Lefty O'Doul bridge is already partially closed for Giant's games to enhance and accommodate pedestrian and bicycle access. The design, review, and environmental review process would need to be conducted by the Bay Trail, SFMTA, the Port of San Francisco, and DPW, as appropriate, and depending on the extent of closure and ready and reasonable applicability of the Giant's

<sup>12</sup> *San Francisco Bicycle Plan Final EIR*, August 2009 (Case No. 2007.347E), *Fisherman's Wharf Public Realm Plan Project Final Amended Mitigated Negative Declaration*, August 2011 (Case No. 2010.0256E). The Marina Green Bicycle Trail Project received a categorical exemption on July 19, 2011 (Case No. 2011.0749E).

game-day partial bridge closure measures, would not be completed in time for the AC34 events. However, improvements in signage to present a recommended path for bicyclists on the Bayside path south of Pier 40 to cross at the existing signalized intersection at Berry Street and continue behind China Basin would be included as part of the AC34 effort.

In response to Comments O-SFBT-01, O-SFBT-03, O-SFBT-04, and O-SFBT-05:

1. *Jefferson Street Redesign* – These public realm improvements will be going for approval before the Planning Commission on December 15, 2011 and the Board of Supervisors in early 2012. The improvements for the two-block segment of Jefferson Street between Jones and Hyde Streets, which include making Jefferson Street into a shared public way, and providing a contra-flow bicycle lane, are being fast-tracked for completion in time for the AC34 2013 events.
2. *Vista Point Road Bay Trail* – Strategies for improving pedestrian and bicycle access in Marin County in the vicinity of Fort Baker and the Marin Headlands are being developed with the GGNRA, and will be assessed in the NEPA analysis of the AC34 events. It should be noted that during both AC34 2012 and AC34 2013 events, only a small fraction of the projected spectators would travel to Marin County to view the races (see Table 5.6-11 on EIR page 5.6-57). The majority of spectators would view the races from San Francisco locations. See Response TR-8a regarding potential Bay Trail improvements in the vicinity of Fort Baker currently being studied by the NPS.
3. *Marina Green Bicycle Trail Project* – This project will create a Class I, multi-use path for bicyclists and pedestrians on the north sidewalk of Marina Boulevard between Laguna and Lyon Streets. Improvements made by City will include: bollard removal and upgrade, pathway and driveway intersection upgrades, pathway resurfacing, and signage and striping. These improvements are scheduled to begin following the AC34 2012 event and be completed in time for the AC34 2013 events. During the AC34 events, parking would be temporarily restricted along Marina Green Drive between Scott and Webster Streets, and additional space for pedestrians would be provided.
- 4 & 5. *Long Avenue Bay Trail and Marine Drive Bay Trail* – The City would coordinate with the Presidio Trust, GGNRA, the Bay Trail, and the Golden Gate Park Conservancy regarding pedestrian, bicycle, and vehicular access along Long Avenue and Marine Drive as part of the AC34 NEPA analysis. During the AC34 peak event days, auto access on these roadways may be temporarily restricted to provide for pedestrian and bicycle circulation. The City does not have jurisdiction over improvements along Long Avenue or Marine Drive.
6. *Van Ness Avenue – Aquatic Park to Fort Mason Path Bay Trail Gap* – SFMTA will continue to work with the Bay Trail Project to identify long-term improvements at this location. During AC34 events, bicyclists on this segment of Van Ness Avenue would need to walk their bicycles.
7. *Lefty O'Doul Bridge* – The Bay Trail proposal for the Lefty O'Doul Bridge is not within the scope of the temporary AC34 events, and would require substantial effort related to design and environmental review. The design, and review process would need to be conducted by the Bay Trail, SFMTA, the Port of San Francisco, and DPW, as appropriate, and it is not anticipated that this effort would be completed in time for the AC34 2012 or AC34 2013

events. However, while not proposed in the People Plan, it may be instructive to consider that the Lefty O'Doul bridge is already partially closed for Giant's games to enhance and accommodate pedestrian and bicycle access. Improvements in signage to present a recommended path for bicyclists to cross at the existing signalized intersection at Berry Street and continue behind China Basin would be included as part of the AC34 effort.

8. *Signage and maps* – Signage and maps would be a key element of the transportation management program for the AC34 events. The City anticipates close coordination between the Event Authority, SFMTA, local and regional transit operators, as well as Bay Trail Project staff in developing clear and informative maps. Because the scope and purpose of the various maps and guides would vary, the City would work with Bay Trail Project staff to identify the maps and guides on which the Bay Trail would be included.

Planning and development for the various elements of the People Plan, including development of a transportation management plan for NPS facilities, are continuing, and the Bay Trail Project staff would continue to be part of the planning team.

### **TR-9b, Other Pedestrian Impacts – Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

A-Presidio-07  
A-Presidio-20

A-GGBHTD-06  
O-ACEC-223

O-MCL-07

- The commenter indicates that the intersection of Marina/Mason/Lyon is difficult to cross. [A-Presidio-07]
- The commenter indicates that the permanent closures of Halleck and Marshall Streets to pedestrian traffic as part of the Doyle Drive reconstruction project would lengthen the pedestrian route to Crissy Field and should be considered in the development of transportation strategies for AC34. [A-Presidio-20]
- The commenter raises concerns regarding potential pedestrian access impacts in the vicinity of Golden Gate Bridge Toll Plaza and Vista Point. [A-GGBHTD-06]
- The commenter provides recommendations for a pedestrian management plan. [O-ACEC-223]
- The commenter requests information on crowd management plans at the Golden Gate Bridge during AC34 events. [O-MCL-07]

### **Response TR-9b**

In response to Comment A-Presidio-07, the repainting of the Marina Boulevard crosswalks at the intersection of Marina/Mason/Lyon in advance of the AC34 2012 events, to provide highly visibility and clear crossings, is identified as an action item in the September 2011 People Plan (page 65). The degree of improvements and enhancements is being coordinated by DPW, SFMTA and the San Francisco County Transportation Authority.



In response to Comment A-Presidio-20, the comment is noted. The closure of Halleck and Marshal Streets across Doyle Drive as part of the reconstruction project would be accounted for in the September 2011 People Plan (page 65 of this plan) where it calls for measures to secure universal access to Crissy Field from the Presidio Main Post in 2012 and 2013, as feasible and in coordination with Caltrans, the National Park Service, the Presidio Trust and the San Francisco County Transportation Authority.

In response to Comments A-GGBHTD-06 and O-MCL-07, discussion of pedestrian accessibility at secondary viewing areas, including the Golden Gate Bridge, is provided in Impact TR-32 for AC34 2012 events, and Impact TR-75 for AC34 2013 events. The SFPD, GGBHTD and the NPS are developing crowd management and control plans as part of the overall AC34 Public Safety Plan for implementation during event days, for which a draft report was published on September 30, 2011 (see Chapter 11 for further description). The information for managing visitors to the Golden Gate Bridge and Vista Point are currently under development and no details are available yet. However, because these areas would be managed similar to the manner they are managed for other special events that generate crowds at the Golden Gate Bridge, it is not anticipated that there would be substantial overcrowding that would create potentially hazardous conditions for pedestrians. Therefore, impacts at the secondary viewing areas were identified as less than significant.

In response to Comment O-ACEC-223, the People Plan includes provisions for accommodating pedestrians including limiting parking on piers, travel lane closures and restricted access areas, and preserving The Embarcadero promenade for pedestrian travel, as suggested by the commenter.

### 12.11.11 AC34 Parking Information [TR-10]

#### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-NPS2-89	O-ACEC-220	I-Pendergast-01
A-Presidio-11	O-ACEC-222	
A-Presidio-21	O-EOP-06	

- The commenter indicates that the Draft EIR does not include an analysis of parking utilization at NPS lands and therefore the impact analyses cannot be adequately identified and transportation operations plans cannot be developed. [A-NPS2-89]
- The commenter indicates that the parking demand identified in the Draft EIR for the Presidio and Crissy Field area would substantially exceed the available capacity and calls for more direct and frequent transit service to the area. [A-Presidio-11]
- The commenter indicates that the parking supply data for Crissy Field does not appear to be accurate and does not distinguish the jurisdiction responsible for each facility. The commenter also indicates that the Presidio Trust supports the active management of parking within its jurisdiction given the expected large shortfall of parking in the area. [A-Presidio-21]

- The commenter suggests that in order to encourage public transit and to avoid exacerbating traffic congestion, Seawall Lot 330 should be used for public uses, rather than parking for AC34 uses, and that personal parking should not be permitted on piers used for AC34 activities. [O-ACEC-220]
- The commenter presents recommendations for a parking management plan. [O-ACEC-222]
- The commenter states that the Draft EIR does not adequately analyze parking impacts. [O-EOP-06]
- The commenter raises concerns regarding the parking for residents within the Marina area during AC34 events. [I-Pendergast-01]

### **Response TR-10**

As explained on page 5.6-169 in the EIR, the San Francisco Planning Department does not consider parking supply as part of the permanent physical environment and, therefore, does not consider changes in parking conditions to be environmental impacts as defined by CEQA. The San Francisco Planning Department acknowledges, however, that parking conditions may be of interest to the public and the decision-makers. Therefore, a parking discussion is provided in EIR Section 5.6.3.6 on pages 5.6-169 to 5.6-174 for informational purposes only.

Parking conditions are not static, as parking supply and demand varies from day to day, from day to night, from month to month, etc. Hence, the availability of parking spaces (or lack thereof) is not a permanent physical condition, but changes over time as people change their modes and patterns of travel. Parking deficits are considered to be social effects, rather than impacts on the physical environment as defined by CEQA. Under CEQA, a project's social impacts need not be treated as significant impacts on the environment. Environmental documents should, however, address the secondary physical impacts that could be triggered by a social impact (CEQA Guidelines, Section 15131[a]).

The social inconvenience of parking deficits, such as having to hunt for scarce parking spaces, is not an environmental impact, but there may be secondary physical environmental impacts, such as increased traffic congestion at intersections, air quality impacts, safety impacts, or noise impacts caused by congestion. In the experience of San Francisco transportation planners, however, the absence of a ready supply of parking spaces, combined with available alternatives to auto travel (e.g., public transit service, taxis, bicycles, or travel by foot) and a relatively dense pattern of urban development, induces many drivers to seek and find alternative parking facilities, shift to other modes of travel, or change their overall travel habits. Any such resulting shifts to public transit service in particular would be in keeping with the City's "Transit-First" policy. The City's Transit-First Policy, established in the City's Charter Article 8A, Section 8A.115, provides that "parking policies for areas well served by public transit shall be designed to encourage travel by public transportation and alternative transportation."

These policies and strategies are also reflected in the People Plan, which includes extensive discussion of advance-event marketing, information services and visitor/employer outreach to

better prepare trip makers to the realities of limited parking and the expansion of alternative transportation options in conjunction with San Francisco hosting the America's Cup.

The transportation analysis accounts for potential secondary effects, such as cars circling and looking for a parking space in areas of limited parking supply, by assuming that all drivers would attempt to find parking at or near the project area, and then would seek parking farther away if convenient parking was unavailable. Moreover, the secondary effects of drivers searching for parking typically would be offset by a reduction in vehicle trips because of others who would be aware of constrained parking conditions in a given area. Hence, any secondary environmental impacts which might result from a shortfall in parking in the vicinity of the project area would be minor, and the traffic assignments used in the transportation analysis, as well as in the associated air quality, noise and pedestrian safety analyses, reasonably address potential secondary effects.

In response to Comment O-EOP-06, parking conditions during the AC34 events are discussed on EIR pages 5.6-169 to 5.6-173. Parking demand in the vicinity of the Ferry Building would vary depending on the number of spectators anticipated to attend the AC34 events. During the majority of AC34 event days, the parking demand would be accommodated within the available parking supply, however, during peak event days the parking demand would exceed the available capacity between the Presidio/Crissy Field and Aquatic Park during AC34 2012 and AC34 2013 events.

The parking program would be developed as specified in the September 2011 People Plan, which includes closely-managed use of parking facilities in the waterfront vicinity, as well as satellite parking further away from the waterfront viewing areas and intercepting automobile trips at regional transit hubs outside San Francisco (supported by augmenting transit frequency and capacity), allowing larger number of spectators to park and ride shuttles, streetcars, buses and taxis to San Francisco and to the waterfront.

During peak event days, visitors that chose to drive to the Ferry Building would likely have difficulty finding parking in the vicinity of the Ferry Building. However, since races would not start until 1 p.m., parking for early-morning Farmer's Market visitors would likely be available. As indicated by the commenter, Seawall Lot (SWL) 351 (accommodating about 106 parking spaces) may not be available during AC34 2012 or AC34 2013 events if construction on the proposed 8 Washington Project begins prior to AC34 events. The 8 Washington Project is currently undergoing environmental review, and, if approved as proposed, would contain 420 on-site parking spaces, of which about 255 spaces would be public parking spaces and would be available for Ferry Building visitors but not before AC34 events occur.

In response to Comment O-ACEC-220, the commenter's suggestion not to permit parking on Seawall Lot (SWL) 330 or elsewhere on the piers is noted, however, parking nearby the AC34 event site would be required to support the various race and spectator functions. SWL 330 currently contains a 300-space public parking facility, and therefore with the proposed AC34 project, would continue to be used for off-street parking. Adequate accommodation for AC34 event vendors, resting areas, and restrooms would be provided at event sites. SWL 330 is located south of the Bay Bridge, and therefore south of the primary viewing area for the races.

In response to Comment O-ACEC-222, the recommendations to encourage the use of shuttles and vanpools, managing the public parking supply, and minimizing parking on the piers are measures that are included in the September 2011 People Plan. The suggestion to provide a teaching moment by requiring that any cars permitted to park on the piers during event days be limited to car-share or alternative fuel vehicles, would be difficult to enforce, and would not reduce or avoid any significant or unavoidable environmental impacts of the project.

In response to Comment I-Pendergast-01, as indicated in the EIR (page 5.6-44), the area north of Chestnut Street between Fillmore and Lyon Streets could be closed to general vehicles; however, residents, authorized vehicles, and emergency response vehicles would continue to have access. Such level of traffic restrictions would likely occur only during peak weekend attendance days, which could occur on up to six days during the AC34 2012 events and up to 23 days during the AC34 2013 events (page 5.6-55). During these and other days on-street parking regulations, including the time-limited “M” Residential Permit Parking regulations in effect in the Marina, would be strictly enforced in order to ensure that AC34 event visitors do not use the neighborhood on-street parking space for long-term use. The enforcement of existing parking regulations, combined with a parking program developed to accommodate AC34 event parking demand, would serve to reduce the number of spectators accessing the site by auto.

In response to Comment A-NPS2-89, which raises concerns that the EIR does not include an analysis of the parking impacts on NPS lands, the parking analysis presented in the EIR encompasses the parking supply in the vicinity of the primary AC34 visitation areas (Table 5.6-35, page 5.6-170), including the Presidio and Crissy Field, both under federal jurisdiction, and Marin County. Although it does not include detailed information about existing utilization, the analysis shows that the AC34 demand would not be accommodated. As part of its “transit first” policy described above, San Francisco does not require that the supply of parking spaces equals demand. The September 2011 People Plan (pages 50 to 57 of this plan) includes a parking management concept plan that assigns close in parking to authorized/permitted only vehicles and relies on parking near transit hubs and other satellite parking locations to intercept private automobiles and discourage them from driving all the way to the race venues. As part of the People Plan and ongoing NEPA analysis for the AC34 events, the City would continue working with the Presidio Trust to develop a parking management plan for the Presidio, as suggested in Comment A-Presidio-21.

Additionally, in response to Comment A-Presidio-11, the September 2011 People Plan (pages 67 and 68 of this plan) calls for a range of augmented services for the PresidiGo shuttle lines, both in-park and downtown routes on weekdays and weekends to better serve the Presidio and Crissy Field. In addition, the 30-Stockton and 47-Van Ness Muni lines would be augmented with the 30L and 47L limited stop lines to better serve the Marina and Crissy Field areas. During AC34 events, Golden Gate Transit buses would be allowed to pick up and drop off passengers within San Francisco, reinforcing the existing Muni service along Lombard Street.

## 12.11.12 AC34 Emergency Vehicle Access Impacts [TR-11]

### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-DBW-02

- The commenter raises concerns regarding potential impacts on emergency vessel and vehicle access during construction and operation of the Proposed Project [A-DBW-02]

### Response TR-11

The EIR determined that AC34 events and Cruise Terminal project impacts related to emergency vehicle access would be less than significant. Impact TR-35 (pages 5.6-109 to 5.6-111), Impact TR-78 (pages 5.6-135 to 5.6-136), and Impact TR-90 (pages 5.6-163 to 5.6-165) present a discussion of the construction impacts associated with the AC34 events and the Cruise Terminal and Northeast Wharf Plaza. As indicated on EIR page 5.6-110, construction activities conducted by barge within San Francisco Bay would be regulated by the USCG since they regulate all construction-related vessel traffic in San Francisco Bay under the Vessel Traffic Service (VTS) program. All vessel operators have to inform the VTS of marine traffic in the Bay, and where a significant amount of traffic is anticipated, appropriate Notices to Mariners need to be coordinated with the Harbor Safety Committee and the VTS. Therefore, potential impacts to emergency vessel would be addressed. Similarly, as described in the EIR, construction activities occurring on the landside would be conducted in accordance with the City of San Francisco's Regulations for Working in San Francisco Streets, which requires maintenance of access for emergency vehicles. The September 2011 People Plan includes specific provisions for enhancing emergency vehicle access, including the creation of peak race-day multi-purpose lanes along The Embarcadero.

Impact TR-38 (pages 5.6-188 to 5.6-189), Impact TR-77 (pages 5.6-134 to 5.6-135), and Impact TR-89 (page 5.6-113) present a discussion of potential impacts on emergency vehicle access during the AC34 events and during operations of the cruise terminal. Emergency vehicles would continue to be able to access all areas of the waterfront during AC34 events, and specific implementation plans are being developed to identify the emergency services protocol. Implementation of the new cruise terminal would not change emergency vehicle access to Piers 27-29. Relocation of the cruise terminal operations from Pier 35 to Piers 27-29 would not change emergency vessel access along the waterfront.

## 12.11.13 AC34 & Cruise Terminal Project Construction Impacts [TR-12]

### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-GGBHTD-03

A-GGBHTD-04

A-SFCTA-01

I-Whitaker-04

- The commenter raises concerns that Golden Gate Transit may be impacted by construction work at Piers 19-19 ½. [A-GGBHTD-03]
- The commenter raises concerns that Golden Gate Transit may be impacted by construction work at Piers 27-29. [A-GGBHTD-04]
- The commenter requests clarification for the information in the Draft EIR regarding construction of the Van Ness BRT. [A-SFCTA-01]
- The commenter raises concerns regarding construction activities in downtown San Francisco that will be occurring over the next two years. [I-Whitaker-04]

## Response TR-12

In response to Comments A-GGBHTD-03 and A-GGBHTD-04, construction-related transportation impacts associated with the AC34 and Cruise Terminal projects are described in Impact TR-35 (pages 5.6-109 through 5.6-111) and Impact TR-78 (pages 5.6-135 to 5.6-136). As indicated on EIR page 5.6-110, construction staging for improvements at Piers 30-32 would occur primarily within Piers 30-32, and therefore, travel lane closures along The Embarcadero northbound are not anticipated. Construction activities at Piers 19-19 ½ are anticipated to be limited, as this site is proposed for a temporary cafeteria, a volunteer center, and ancillary office and storage. Any temporary travel or parking lane closures would be required to take place in accordance with the City of San Francisco's Regulations for Working in San Francisco Streets. Therefore, construction activities are not anticipated to substantially affect traffic or transit operations along The Embarcadero.

Comment I-Whitaker-04 raises concerns regarding the cumulative impact of AC34 events and construction of a number of ongoing, planned and proposed projects in San Francisco. Impact TR-36 (pages 5.6-111 and 5.6-112), and Impact TR-79 (pages 5.6-137 and 5.6-138) present a discussion of the potential for overlap of construction projects and AC34 events in 2012 and 2013, respectively. As part of the development of the traffic management component of the People Plan, the construction schedules and traffic management plans of the major projects (e.g., Doyle Drive, Transbay Transit Center, Central Subway) and smaller projects (e.g., 8 Washington Street, 333 Harrison Street, 45 Lansing Street) would be coordinated, and transit augmentation routes were designed in the People Plan to avoid zones where major construction activity might occur within the same periods as race-day transit augmentation, such as through Chinatown on the Muni 30L line. AC34 spectators, like the general public, would be aware of the various road closures and detours through information provided by the respective projects as well as through the People Plan's Public Information Program, and AC34 visitors would be expected to adjust their behavior accordingly. Therefore, although a number of construction projects would occur in conjunction with AC34 events, their effect would not be expected to adversely affect the transportation network, and the AC34 impacts on the transportation network in conjunction with ongoing and planned construction projects would be considered less than significant.

In response to Comment A-SFCTA-01 regarding the Van Ness Bus Rapid Transit project, the EIR text in Table 5.1-4 on page 5.1-18, is revised as follows (new text is underlined):

This project is currently under environmental review by the Transportation Authority with construction scheduled to start in the fall of 2013, following the completion of all AC34 race activities.

In response to this comment, the EIR text on page 5.6-112, last sentence, is revised as follows (new text is underlined):

This project is currently under environmental review by the Transportation Authority with construction scheduled to start in the fall of 2013, following the completion of all AC34 race activities. The FTA is the Lead Agency under NEPA, and the SFCTA is the Lead Agency under CEQA. Caltrans and SFMTA participate as Participating Agencies under NEPA and as Responsible Agencies under CEQA in the environmental review. SFMTA would take the subsequent lead in all major steps of project delivery following completion of the environmental review process, including final design, construction, operation, and maintenance.

These revisions do not change the analysis or conclusions presented in the EIR.

The regional construction project schedule on page 467 of Appendix TR-8 indicates that construction of the Van Ness BRT would start following completion of the AC34 events. No change to this table is required in response to the comment.

### 12.11.14 Cruise Terminal Impacts [TR-13]

#### Summary of Issues Raised by Commenters

This response addresses all or part of the following comments:

A-NPS2-18	O-ACEC-188	O-WW-21
A-NPS2-32	O-SFBT-02	O-WW-22
A-SFHPC-05	O-TIRN-42	

- The commenter inquires about whether a traffic impact analysis has been performed to look at impacts on The Embarcadero traffic from the 100 shared use events at the cruise terminal facility. [A-NPS2-18]
- The commenter disagrees with the Draft EIR findings that the Cruise Terminal project would result in a Less than Significant with Mitigation impact on traffic on The Embarcadero, particularly on Alcatraz ferry access at Pier 31 ½ when an event takes place at the terminal building. [A-NPS2-32]
- The commenter raises concerns that the amount of bus parking provided at Pier 27 for the Cruise Terminal project is inappropriate, and suggests that permanent auto parking not be provided on the pier. [A-SFHPC-05]
- The commenter raises concerns regarding the impact of Cruise Terminal operations on the Embarcadero promenade, which is part of the Bay Trail. [O-SFBT-02]

- The commenter suggests that zero or near-zero emission ferry service from the cruise terminal to the ferry terminal could be an option for reducing significant impacts of Cruise Terminal operations on the F-Market & Wharves historic streetcar to a less-than-significant level. The commenter also suggests that the Port could impose a fee or other contribution from the cruise ship operators to provide a clean shuttle bus. [O-TIRN-42, O-ACEC-188]
- The commenter states that the deferral of Improvement Measure I-TR-83 and I-TR-1 does not comply with CEQA. [O-WW-21]
- The commenter states that implementation of Mitigation Measure M-TR-85 and Improvement Measure I-TR-85 are uncertain, and therefore, the Draft EIR should have explored additional measures that were feasible prior to stating that Impact TR-85 would be significant and unavoidable with mitigation. [O-WW-22]

### Response TR-13

In response to Comment A-SFHPC-05, the proposed Cruise Terminal project would not provide permanent parking for any type of vehicles except for seven spaces for U.S. Customs and Border Patrol officers, plus eight spaces for cruise terminal staff, and only while a cruise ship is in port and the terminal is open to passengers. Buses and private automobiles would not be allowed to park at the pier, rather they would be allowed to enter to pick up or drop off passengers and then depart the terminal. Since passenger loading/unloading activities takes time and the arrival of the buses at the terminal cannot be exactly timed with the cruise ship passengers, 14 bus parking spaces, separate from the auto passenger loading/unloading zone, would be provided for buses for dropping off passengers and waiting for arriving passengers. The number of bus parking spaces was determined based on surveys of the existing cruise terminal operations to ensure that the bus parking demand is adequately accommodated. The auto and bus parking spaces would not be utilized for long-term parking. In addition to passenger transport vehicles, the cruise terminal project requires heavy and lightweight trucks access to support provisioning of cruise ships and cruise terminal operations. The Ground Transportation Area in the project has been planned and sized to accommodate these needs off-street, to reduce congestion impacts on The Embarcadero, including impacts on bicyclists and pedestrians. This would provide an improved operational arrangement than existing conditions at the Pier 35 cruise terminal where much of this activity occurs within The Embarcadero roadway and Promenade.

In response to Comment O-SFBT-02, as indicated on EIR page 5.6-46, and discussed in Impact TR-86 on EIR page 5.6-155, on days when a cruise ship is in port, the cruise terminal operator would employ transportation monitoring personnel on The Embarcadero to protect pedestrians and bicyclists on the promenade. By providing Transportation Monitors to control vehicle, bicycle, and pedestrian flows at the entrance to the cruise terminal, the Cruise Terminal project would not create any potentially hazardous conditions for bicyclists or pedestrians, or substantially interfere with access, and therefore, as stated in the EIR the Cruise Terminal project impacts to pedestrians and bicyclists on the promenade would be less than significant.

As indicated on EIR page 5.6-148, as part of Improvement Measure I-TR-83 Transportation Management Plan, the Port shall prepare, in consultation with SFMTA, a transportation management plan for the operation of the cruise terminal, including developing procedures for



vehicular, truck, and bus access and protocols for the Transportation Monitors in managing the vehicular, bicycle and pedestrian flow. This measure does not defer action; it sets performance requirements that define the requisite functions that are intended to be improved by this measure.

In response to Comments O-TIRN-42 and O-ACEC-188, the provision of zero or near-zero emissions ferry service that would transfer passengers at or near the Cruise Terminal and the Ferry Building would not be a practical alternative to increasing service on the F-Market & Wharves historic streetcar line. Low/no emission ferry service is a desirable objective and is the focus of ferry operators. However, applying that improvement for the Pier 27 cruise terminal would be difficult to accommodate because the operational and security requirements of cruise ships is completely different from that of a ferry facility. The addition of a ferry landing or facility for the purpose of getting cruise passengers to and from the cruise terminal is outside the scope of the Cruise Terminal project, and does not provide assurance that service impacts on the F-Market & Wharves and the planned E-Embarcadero lines could be mitigated. Mitigation M-TR-85 more directly addresses the impact.

Mitigation Measure M-TR-85 (Additional F-Market & Wharves or E-Embarcadero Service) is intended to provide additional public transit service on The Embarcadero. Charter and shuttle buses between the cruise terminal and various locations across the city, currently serve, and would continue to serve, the proposed terminal. Provision of bus and shuttle bus parking has been made within the Ground Transportation Area to accommodate the bus and shuttle demand.

In response to Comment O-WW-21, the commenter incorrectly states that Improvement Measure I-TR-83 (Transportation Management Plan for the Cruise Terminal) is a mitigation measure that is being deferred in the EIR. The measure is an *improvement measure*, to provide proactive direction to coordinate transportation monitor and operational practices. As such, it is not intended to mitigate significant impacts, and therefore, its implementation and timing are unrelated to the CEQA findings related to significant impacts.

Comment O-WW-22 states that the Draft EIR should have explored additional measures that were feasible prior to stating that Impact TR-85 would be significant and unavoidable with mitigation. Mitigation Measure M-TR-85 calls for additional F-Market & Wharves or E-Embarcadero historic streetcar service, while Improvement Measure I-TR-85 calls for implementation of on-street transit ambassadors to help cruise passengers on days when a ship is in port. The improvement measure is aimed at improving streetcar operations but, as an improvement measure, would not be required to address a significant impact. Providing additional F-Market & Wharves historic streetcar service proposed by Mitigation Measure M-TR-85 is feasible and would reduce the Cruise Terminal project impacts on the F-Market & Wharves to a less-than-significant level. However, as stated on page 5.6-154 of the EIR, because the Port cannot commit to future funding appropriations in perpetuity and because the ability of SFMTA to provide additional service is uncertain, the feasibility of the mitigation measure is uncertain and therefore the impact on operation of the F-Market & Wharves historic streetcar would remain significant and unavoidable.

In response to Comments A-NPS2-18 and A-NPS2-32 regarding concerns related to impacts to the Alcatraz ferry landing at Piers 31½-33, the transportation analysis conducted for the Cruise Terminal project found no significant impacts at the study intersections along The Embarcadero, but identified one potentially significant traffic impact related to the vehicle access to and from the terminal. The EIR identified Mitigation Measure M-TR-83 (Relocate Cruise Terminal Vehicular Access) to reduce impacts to a less-than-significant level, and also identified Improvement Measure I-TR-83 (Transportation Management Plan) to further reduce impacts.

The shared use space at the cruise terminal facility with special events has been incorporated into the transportation analysis. In addition to a 3,000-passenger cruise ship in port, the transportation analysis also included the traffic generated by a 600-guest event at the cruise terminal building on a weekday evening after the cruise ship departure; no events would take place in the morning or at midday when the cruise terminal is in operation. No impacts were identified for vehicular access to the Alcatraz ferry landing at Piers 31½-33.

### **12.11.15 Mitigation Measures [TR-14]**

#### **Summary of Issues Raised by Commenters**

This response addresses all or part of the following comments:

O-WW-15

O-WW-17

O-WW-20

O-WW-16

O-WW-19

- The commenter states that completion of the People Plan after the approval of the EIR is unlawful and renders the traffic mitigation measures meaningless, that the Draft EIR does not contain performance standards for Mitigation Measures M-TR-1a through M-TR-1d to reduce the significant traffic impacts, and that traffic Impacts TR-15, TR-16, TR-58 and TR-59 are too vague regarding their location to establish the significance of the impacts. [O-WW-15]
- The commenter states that the Draft EIR is unlawful because Mitigation Measures M-TR-1b and M-TR-17 that are designed to reduce the significant impact on Muni operations (Impact TR-17 and Impact TR-60) do not contain performance standards and their approval is deferred until after project approval. [O-WW-16]
- The commenter states that the Draft EIR cannot be certified as a project-level CEQA review because transportation impacts on PresidiGo and regional transit service providers (Impacts TR-18 to TR-25, and Impacts TR-61 to TR-68) are shown as unavoidable without first identifying potential mitigation measures. [O-WW-17]
- The commenter states that the deferral of the development of Mitigation Measure M-TR-1 and Mitigation Measure M-TR-26 to reduce impacts to transit due to additional vehicle congestion (Impact TR-26 and Impact TR-69) until after the project approval without performance standards makes the Draft EIR unlawful. [O-WW-19]
- The commenter states that the deferral of the development of Mitigation Measure M-TR-1 to reduce impacts associated with disruption of regularly scheduled ferry service (Impact TR-27 and Impact TR-70) until after the project approval without performance standards makes the Draft EIR unlawful. [O-WW-20]

## Response TR-14

This group of comments are related to concerns that the mitigation measures identified for the significant impacts associated with AC34 2012 and AC34 2013 events do not contain performance standards, and because they are not completely defined render the Draft EIR “unlawful.” Please see Section 12.6, Response IO-4, which discusses the adequacy and enforcement of the mitigation measures, and the relationship of the mitigation measures to the implementation plans. In addition, **Table 12.11-2** provides references to where in the September 2011 People Plan the transportation elements of each of the mitigation measures are discussed in more detail. This table will also be included in the final People Plan as Appendix D.

Mitigation Measures M-TR-1a through M-TR-1d provide detail on four programs that would be included in the People Plan and implemented as part of AC34 events. These programs include the Traffic Monitoring and Management Program (1a), the Transit Operating Plan (1b), the Satellite Parking Facility Program (1c), and the Public Information Program (1d). The Draft EIR was based on the March 2011 People Plan; a September 2011 People Plan has been prepared by the City in coordination and collaboration with all major transit and transportation service providers in the vicinity of primary race viewing sites and has been formally accepted by the America’s Cup Event Authority (ACEA). The various elements of the People Plan would be refined by the City prior to the 2012 AC34 World Series, and the lessons learned from its implementation during those events would then be used to further improve the Plan for implementation during the AC34 2013 events. Elements of the People Plan include standard traffic and crowd control measures that are currently implemented by the City during special events (e.g., Fleet Week, Fourth of July, Giants baseball games), as well as additional measures that bring to bear the best transportation management techniques applicable to special events.

The performance standards for the environmental clearance of the AC34 project are presented in Section 5.6.3.1-Significance Criteria (pages 5.6-38 and 5.6-39) of the EIR, which establishes significance criteria for the various transportation modes, plus loading, emergency access and construction activities. The EIR identifies on page 5.6-81 that, based on such criteria, the Mitigation Measure M-TR-1a through Mitigation Measure M-TR-1d would be able to reduce the identified traffic under Impacts TR-1 through TR-12 and TR-38 through TR-55, but not below the significance level. Therefore, the project traffic impacts are identified as temporary but significant and unavoidable.

EIR Impacts TR-15, TR-16, TR-58 and TR-59 refer to traffic impacts at other intersections not specifically analyzed in the EIR that are within or outside San Francisco. Given that the transportation analysis evaluated peak weekday and weekend race events when a large number of visitors are likely to congregate in San Francisco and its surrounding area, the EIR identified these potential traffic impacts as significant and unavoidable (pages 5.6-83 and 5.6-84) even with the implementation of Mitigation Measure M-TR-1, because it is uncertain whether the transportation management provisions of the People Plan would reduce impacts to a less than significant level.

**TABLE 12.11-2**  
**PEOPLE PLAN APPENDIX D**  
**DRAFT REFERENCE TABLE OF EIR TRANSPORTATION MITIGATION MEASURES AND SEPTEMBER 2011 PEOPLE PLAN**

IMPACT	Mitigation Measure(s)	Reference in AC34 People Plan: Summary (Section Number, Page Number(s)) <sup>a</sup>
<b>Section 5.6: Transportation and Circulation</b>		
<i>America's Cup 2012 and 2013 - Traffic</i>		
<b>Impacts TR-1 through Impact TR-12; Impact TR-15; Impact TR-16; Impact TR-38 through Impact TR – 55; Impact TR-58; and Impact TR-59</b>	<b>Mitigation Measure M-TR-1: People Plan Specific Provisions</b> As part of the proposed project, the City would develop and implement a People Plan consisting of a variety of interrelated programs to facilitate access by all modes to and from the AC34 event venues, while maintaining acceptable conditions for residents, commuters, businesses and visitors. To address specific impacts identified in this EIR, the programs in the People Plan shall be developed to accommodate weekday and weekend events at various levels of spectator attendance and shall include specific provisions described below. The People Plan shall include, but not be limited to, the following programs:	San Francisco and America's Cup Event Authority estimate up to 200,000 spectators on a peak race weekend day during the 2012 events, and up to 335,000 spectators on an average peak weekend race day during the 2013 events. This People Plan represents a key planning process by which the parties to the Agreement can develop, communicate, and implement their shared vision of an effective transportation system, thereby meeting the needs of residents, competitors, Event staff, Event Sponsors and spectators (Whole Document).
	<b>Mitigation Measure M-TR-1a: Traffic Monitoring and Management Program</b> As a means to reduce congestion in the vicinity of the venue sites and on access roadways to and from the sites, the City shall develop and implement a Traffic Monitoring and Management Program that could include the following measures: <ul style="list-style-type: none"> <li>• Preferred spectator routes;</li> <li>• Bus priority streets;</li> <li>• New bus lanes;</li> <li>• Extension of existing bus-only lanes;</li> <li>• Bicycle priority streets;</li> <li>• On-street parking restrictions;</li> <li>• Traffic control officer deployment;</li> <li>• Coordination with other events (e.g., ballgames; roadway construction projects);</li> <li>• Roadway closures;</li> <li>• Restricted access streets;</li> <li>• Diversion plans related to roadway closures;</li> <li>• Event signage including weekend detour signs; and</li> <li>• Media announcements of roadway closures and detour signs.</li> </ul>	The likely destinations of the Participant and Race Viewer populations were identified. These destinations were used to develop strategies for handling the increase in transportation demand resulting from the Race Viewers, while ensuring accessibility for Race Staff as well as residents, commuters, and other travelers not affiliated with the Events (Section 3, pages 15–21; Section 4, pages 23-69). Specific strategies could include: <ul style="list-style-type: none"> <li>• increasing bicycle capacity along the Embarcadero, pursuing the proposed Jefferson Street Public Realm project, utilizing the Pier 43 Promenade, and coordinating with the Marina Bicycle and Pedestrian Path (Section 4.3.5, pages 40–49);</li> <li>• utilizing control officers to divert drivers to satellite parking areas, reduce excess traffic, restrict auto access, provide safe travel conditions, and provide information (Section 4.3.5, page 41; Section 4.4.2, pages 51, 53-54; Section 4.4.3, pages 57-59; Section 4.4.4, page 61; Section 5.3.1, page 77; and Section 5.3.7, page 81);</li> <li>• coordination with other agencies on timing of construction projects (e.g., Bay Bridge and Doyle Drive) and these projects' impact on access to the Event (Section 4.4.1, page 40; Section 4.6, page 65);</li> <li>• one northbound travel lane and one northbound parking lane of the Embarcadero would be closed between Howard and Jefferson to motorized vehicle traffic during the peak Events weekends (Figure 7; Section 5.3.1, pages 77-78);</li> </ul>

<sup>a</sup> The AC34 September 2011 Draft People Plan is subject to revision and has not been adopted by the Board of Supervisors.

**TABLE 12.11-2 (Continued)**  
**PEOPLE PLAN APPENDIX D**  
**DRAFT REFERENCE TABLE OF EIR TRANSPORTATION MITIGATION MEASURES AND SEPTEMBER 2011 PEOPLE PLAN**

IMPACT	Mitigation Measure(s)	Reference in AC34 People Plan: Summary (Section Number, Page Number(s)) <sup>a</sup>
<b>Section 5.6: Transportation and Circulation (cont.)</b>		
<i>America's Cup 2012 and 2013 – Traffic (cont.)</i>		
Impacts TR-1 through Impact TR-12; Impact TR-15; Impact TR-16; Impact TR-38 through Impact TR – 55; Impact TR-58; and Impact TR-59 (cont.)		<ul style="list-style-type: none"> <li>restricted access locations at the northbound lane of the Embarcadero, the northern waterfront area (generally north of Bay Street and Chestnut Street), and Jefferson Street (Figure 4; Section 4.4.3, pages 57-60);</li> <li>alternate routing plans, along with signage and other communication strategies, for the proposed roadway closures mentioned above (Section 5.3.1, pages 77-78);</li> <li>wayfinding signage for walking, bicycling, and transit along the waterfront and between transit hubs and the Event areas. In addition, the City would pursue the Fleet Week approach to provide a number of temporary signs along the waterfront to inform drivers of expected congestion and direct them to less obvious parking locations (Section 4.3.4, pages 40; Section 4.4.1, page 50; Section 4.4.3, page 60; Section 4.6, page 64; Section 5.3.3, pages 79-80); and</li> <li>media outreach providing frequent travel information updates to web-based, text fee, and radio news provider (Section 5.3.6, page 84).</li> </ul>
	<p><b>Mitigation Measure M-TR-1b: Transit Operating Plan</b></p> <p>As part of the People Plan, the City shall develop and implement a transit operating plan to provide additional transit service to accommodate peak transit demands during the AC34 project events. Elements of the plan (as developed to date) could include, but are not limited to:</p> <ul style="list-style-type: none"> <li>Increased service hours and frequency on 30X-Marina Express, which would run every 8 minutes on all event days, including weekends.</li> <li>Supplemental 30L-Marina, which would run every 6 minutes in the peak direction of travel (e.g., towards the waterfront through the mid-afternoon, and from the waterfront through the evening). The service would run between the Caltrain terminal and the intersection of Beach/Broderick (via Third/Fourth, Stockton, Broadway, Van Ness, and Lombard).</li> <li>Supplemental 47L-Van Ness, which would run every 10 minutes in the peak direction of travel throughout the day. Service would be provided between the Civic Center BART/Muni station and North Point Street, via Van Ness Avenue. Providing the supplemental service within a temporary bus lane is currently being considered.</li> </ul>	<p>The transit strategies were based on the increase of frequency of service along existing routes, with certain modifications to better serve planned Event activity and viewing locations (Section 4.2.1, pages 24-27). Specific strategies as verified by the transit operators could include:</p> <ul style="list-style-type: none"> <li>augmenting the 30X-Marina Express line to extend its service hours beyond the conventional weekday “rush hour” period as race day needs warrant (Figure 4; Section 4.2.2, page 28);</li> <li>providing an additional 30L-Marina line to run with limited stops from the Caltrain terminal and the intersection of Broderick/Jefferson (via Third/Fourth, Kearny, Broadway, Van Ness, and Lombard) (Figure 4; Section 4.2.2, page 28);</li> <li>providing an additional 47L-Van Ness line to run with limited stops from the Civic Center (close to the BART Station entrance at 8<sup>th</sup>/Market) to Fort Mason (via McAllister/Grove and Van Ness). The line would run a 10-minute headway in peak directions (from Civic Center north in the morning, and the reverse in the afternoon and early evening) (Figure 4; Section 4.2.2, page 28);</li> </ul>

**TABLE 12.11-2 (Continued)**  
**PEOPLE PLAN APPENDIX D**  
**DRAFT REFERENCE TABLE OF EIR TRANSPORTATION MITIGATION MEASURES AND SEPTEMBER 2011 PEOPLE PLAN**

IMPACT	Mitigation Measure(s)	Reference in AC34 People Plan: Summary (Section Number, Page Number(s)) <sup>a</sup>
<b>Section 5.6: Transportation and Circulation (cont.)</b>		
<i>America's Cup 2012 and 2013 – Traffic (cont.)</i>		
<b>Impacts TR-1 through Impact TR-12; Impact TR-15; Impact TR-16; Impact TR-38 through Impact TR – 55; Impact TR-58; and Impact TR-59</b> (cont.)	<ul style="list-style-type: none"> <li>Increased frequencies on the 108-Treasure Island, which would run every 10 minutes on all event days, including weekends.</li> <li>Increased frequencies on the F-Market &amp; Wharves historic streetcar between the Ferry Building and Fisherman's Wharf (i.e., at Pier 39), which would run every 5 minutes throughout the day.</li> <li>New E-Embarcadero historic streetcar service between Caltrain and Pier 39. This service would need to use the double-ended historic streetcars, and would run every 20 minutes throughout the day.</li> <li>Supplemental Muni Metro Shuttle. This light rail vehicle service would run within the Market Street tunnel between the Embarcadero station and the West Portal station. Shuttle service would be provided every 20 minutes on weekends only.</li> </ul>	<ul style="list-style-type: none"> <li>exploring the potential for augmenting the 108-Treasure Island or supplementing the line with a shuttle bus or ferry service from Treasure island to downtown (Figure 4, Section 4.2.2, page 29);</li> <li>increasing frequencies on the F-Market &amp; Wharves historic streetcar between the Ferry Building and Fisherman's Wharf (i.e., at Pier 39), which would run every 5 minutes throughout the day (Figure 4; Section 4.2.3, page 32);</li> <li>running historic streetcars as a supplement from the Ferry Building northward, similar to the approach used for the 4<sup>th</sup> of July and Fleet Week (Figure 4; Section 4.2.3, page 32);</li> <li>providing a new E-Embarcadero historic streetcar service between Caltrain station and Pier 39. This service would need to use the double-ended historic streetcars, and would run every 20 minutes throughout the day (Figure 4; Section 4.2.3, page 32); and</li> <li>augmenting the Muni Metro service between West Portal and Embarcadero Stations to run a two-car light rail as a supplement every 20 minutes throughout the weekend race period (Figure 4; Section 4.2.3, page 32).</li> </ul>
	<b>Mitigation Measure M-TR-1c: Satellite Parking Facility Program</b> As a means to reduce the number of vehicles traveling to and from the northern waterfront, the City shall implement satellite parking facilities and frequent transit or shuttle service between the satellite parking facilities and the various venues. Parking facilities could include existing public and private garages and lots, as well as other undeveloped parcels such as Mission Bay Lot A and Candlestick Park.	The strategy includes sites and parking garages within the City and locations outside the City at strategic intersection points. The parking locations are away from the waterfront, but the parking locations would be located with good wayfinding, transit links, bicycle connections, or shuttle options to provide connections to the final waterfront destinations. Options could include Lot A south of AT&T Park; Civic Center Garage; 2055 Lombard Street Garage; 12 <sup>th</sup> and Kissling Garage; select sites in western San Francisco where weekend parking is not in demand; Candlestick Point Park's parking facilities; and key regional transit transfer hub garages and lots (Caltrain, BART's Daly City, Millbrae, and West Oakland stations, Larkspur Ferry, Alameda/Harbor Bay Ferry, Vallejo Ferry) (Section 4.4.2, pages 54-57; Figure 14; Section 5.3.1, pages 75-77, Figure 17).

**TABLE 12.11-2 (Continued)**  
**PEOPLE PLAN APPENDIX D**  
**DRAFT REFERENCE TABLE OF EIR TRANSPORTATION MITIGATION MEASURES AND SEPTEMBER 2011 PEOPLE PLAN**

IMPACT	Mitigation Measure(s)	Reference in AC34 People Plan: Summary (Section Number, Page Number(s)) <sup>a</sup>
<b>Section 5.6: Transportation and Circulation (cont.)</b>		
<i>America's Cup 2012 and 2013 – Traffic (cont.)</i>		
<b>Impacts TR-1 through Impact TR-12; Impact TR-15; Impact TR-16; Impact TR-38 through Impact TR – 55; Impact TR-58; and Impact TR-59</b> (cont.)	<b>Mitigation Measure M-TR-1d: Public Information Program</b> As a means to facilitate access to and from venues and spectator viewing areas by all modes, while encouraging the use of transit and alternate modes, the City shall develop and implement a Public Information Program. For event days that overlap with other special events, a coordinated public information program shall be developed and provided to the public. The program shall provide: <ul style="list-style-type: none"> <li>• Access information for all modes before, during and after the events;</li> <li>• Maps and guidelines;</li> <li>• Special signage;</li> <li>• Marketing campaign to encourage transit use and bicycle use to event sites;</li> <li>• Web-based event information;</li> <li>• Media and press releases to update information on a regular basis; and</li> <li>• Public information for commuters, businesses and deliveries.</li> </ul>	The overall communications strategy is to provide advanced communication to residents, workers, and visitors to encourage non-automobile travel behavior (Section 5, pages 70-87). Specific strategies include: <ul style="list-style-type: none"> <li>• targeting these groups at three different communication intercept points: months and weeks before the Events, days to hours before the Events, and mid-trip or en-route to the Events (Section 5.3.6, pages 81-84);</li> <li>• maps and wayfinding signage at various locations that promotes walking, bicycling, and transit along the waterfront and between transit hubs and Event areas (Section 5.3.3, pages 79-80); and</li> <li>• a marketing campaign (in multiple languages) to include information on locations of bicycle sharing, bicycle renting, and secured bicycle parking (Section 5.3.2, page 78); a commemorative 34<sup>th</sup> America's Cup Clipper Card and campaign (Section 5.3.2, pages 78-79); on-street ambassadors at key locations to promote non-automobile transit (Section 5.3.4, page 80); partnering with hotels and car-sharing companies to discourage rental or private vehicle use (Section 5.3.6, page 82); developing or working with web-based travel sites, such as 511.org, with full information about transportation options (Section 5.3.6, pages 82-83); working with businesses, institutions, and tenants to ensure deliveries can be maintained (Section 4.4.4, pages 60-61) and other media outreach (Section 5.3.6, page 84).</li> </ul>
<b>Impact TR-13 and Impact TR-56</b>	No mitigation is necessary, as the America's Cup 2012 and 2013 events would have less than significant impacts on certain intersections that operate at LOS E or LOS F under Existing plus America's Cup 2012 or Existing plus America's Cup 2013 conditions.	n/a
<b>Impact TR-14 and Impact TR-57</b>	No mitigation is necessary, as the America's Cup 2012 and 2013 events would have less than significant impacts on certain intersections that operate at LOS D or better under Existing plus America's Cup 2012 or Existing plus America's Cup 2013 conditions.	n/a

**TABLE 12.11-2 (Continued)**  
**PEOPLE PLAN APPENDIX D**  
**DRAFT REFERENCE TABLE OF EIR TRANSPORTATION MITIGATION MEASURES AND SEPTEMBER 2011 PEOPLE PLAN**

IMPACT	Mitigation Measure(s)	Reference in AC34 People Plan: Summary (Section Number, Page Number(s)) <sup>a</sup>
<b>Section 5.6: Transportation and Circulation (cont.)</b>		
<i>America's Cup 2012 and 2013 – Transit</i>		
<b>Impact TR-17 and Impact TR-60</b>	<b>Mitigation Measure M-TR-17: Additional Muni Transit Service</b> As part of the People Plan, the City shall develop and implement a transit operating plan to provide additional transit service to and from the Presidio, Crissy Field, and Marina venues to accommodate peak transit demands on weekdays and weekends, and to and from Fisherman's Wharf on weekends. This transit service would need to be in addition to that identified in Mitigation Measure M-TR-1b.	Three additional routes were identified through the planning process as non-Downtown routes that connect BART and Muni Metro to one or more waterfront locations: the 22-Fillmore, 43-Masonic, and 28-19 <sup>th</sup> Avenue. These lines are considered as primary candidates for peak race-day augmentation and potential extension. Additionally, the 29-Sunset and 44-O'Shaughnessy may also be considered for extension into the Presidio (Section 4.2.2, page 29).
<b>Impact TR-18 and Impact TR-61</b>	<b>Mitigation Measure M-TR-18: Additional PresidiGo Shuttle Service</b> As part of the People Plan, the City shall work with the Presidio Trust, Golden Gate Transit, and SFMTA to develop and implement a transit operating plan to provide additional transit service linking Presidio destinations with Crissy Field and downtown regional service providers. Additional PresidiGo service could be provided by implementing PresidiGo on weekend days, and by providing an additional PresidiGo shuttle service between the Lombard Gate (near the terminus of the 41-Union and 45-Union-Stockton Muni bus lines) and Crissy Field on weekend days.	The Presidio Trust proposes a range of augmented services, both in-park and downtown-Presidio routes, extending both to weekend and weekday service and allowing entry on Event days to the shuttle system with the Clipper Card, a Muni Passport, or a Presidio Pass. The frequency and service-hours proposed for downtown service range from hourly to every fifteen minutes, and would be tailored to match need based on size of crowds. The shuttles would stop outside the Presidio on stops at Van Ness and Union, near Embarcadero BART/Muni and at the Temporary Transbay Terminal (Section 4.7.3, pages 67-68; Figure 16).
<b>Impact TR-19 and Impact TR-62</b>	<b>Mitigation Measure M-TR-19: Additional AC Transit Capacity</b> As part of the People Plan, the City shall work with AC Transit and other regional transit providers (i.e., BART, WETA) to develop and implement an operating plan that would accommodate peak transit demands during the AC34 project events to and from the East Bay. While the analysis above describes the capacity shortfall during the Saturday midday peak hour, additional capacity would need to be provided throughout the day as well as on Sundays. It is likely that the span of additional service would be from approximately 10:00 a.m. to 8:00 p.m. with varied levels of service throughout that time period. The additional AC Transit service could be provided by, but not be limited to, the following supplemental lines. <ul style="list-style-type: none"> <li>• <i>The Berkeley (F) Route:</i> This route provides service generally from UC Berkeley to the Temporary Transbay Terminal through Ashby BART and Emeryville.</li> </ul>	AC Transit proposes augmenting the following bus lines with extra frequency for peak weekend race days: <ul style="list-style-type: none"> <li>• <i>The Berkeley (F) Route:</i> The augmented F from UC Berkeley would run 58-passenger vehicles to the Temporary Transbay Terminal via Ashby BART and Emeryville. This route would operate on a 15-minute headway between the hours of 11 a.m. and 7 p.m. (Figure 5; Section 4.2.2, page 31);</li> <li>• <i>The Oakland (NL) Short Route:</i> A truncated version of this route would augment the NL and run from the Uptown Oakland Transit Center to the Temporary Transbay Terminal, with a potential stop on Treasure Island. This route would operate 58-passenger vehicles on a 30-minute headway between the hours of 11 a.m. and 7 p.m. (Figure 5; Section 4.2.2, page 31); and</li> <li>• <i>Alameda (O) Route:</i> The augmented O route would run 58-passenger vehicles from Fruitvale to the Temporary Transbay Terminal through Alameda. This route would operate on a 30-minute headway between the hours of 11 a.m. and 7 p.m. (Figure 5; Section 4.2.2, page 31).</li> </ul>



**TABLE 12.11-2 (Continued)**  
**PEOPLE PLAN APPENDIX D**  
**DRAFT REFERENCE TABLE OF EIR TRANSPORTATION MITIGATION MEASURES AND SEPTEMBER 2011 PEOPLE PLAN**

IMPACT	Mitigation Measure(s)	Reference in AC34 People Plan: Summary (Section Number, Page Number(s)) <sup>a</sup>
<b>Section 5.6: Transportation and Circulation (cont.)</b>		
<i>America's Cup 2012 and 2013 – Transit (cont.)</i>		
<b>Impact TR-19 and Impact TR-62 (cont.)</b>	<ul style="list-style-type: none"> <li><i>The Oakland (NL) Route:</i> This route provides service generally from Mills College to the Temporary Transbay Terminal through MacArthur Boulevard and West Grand Avenue.</li> <li><i>Alameda (O) Route:</i> This route provides service generally from Fruitvale to the Temporary Transbay Terminal through Alameda.<sup>13</sup></li> <li><i>Treasure Island Route:</i> This route would provide service generally from one of the BART Stations (MacArthur or West Oakland) to Treasure Island.</li> <li><i>Crissy Field Route:</i> This route would provide service generally from the East Bay to Crissy Field without requiring East Bay passengers to transfer at the Temporary Transbay Terminal to Muni.</li> </ul> <p>The supplemental routes described above are intended to illustrate the type and alignment of additional service that could be provided during the AC34 2012 events. However, the People Plan is expected to develop a transit operating plan that would formalize the details of the additional service (specific routes, span of service, days of service, headways, types of buses, etc.) and could include different routes, service providers, or service schedules than what is described above. This would allow for the flexibility to adjust service in response to demand during the AC34 2012 events and ultimately during the AC34 2013 events.</p>	In addition to a possible routing to Treasure Island, AC Transit is exploring the feasibility of extending the existing route network beyond the Temporary Transbay Terminal on weekends (Figure 5; Section 4.2.2, page 31).
<b>Impact TR-20 and Impact TR-63</b>	<p><b>Mitigation Measure M-TR-20: Additional BART Transit Service</b></p> <p>As part of the People Plan, the City shall work with BART and other regional transit providers (i.e., AC Transit, WETA) to develop and implement an operating plan that would accommodate peak transit demands during the AC34 events to and from the East Bay and South Bay.</p> <p>While the analysis above describes the capacity shortfall during the Saturday midday peak hour, additional capacity would need to be provided throughout the day as well as on Sundays. It is likely that the span of additional service would be from approximately 10:00 a.m. to 8:00 p.m. with varied levels of</p>	<p>BART proposes augmenting the following rail services with extra frequency for peak weekend race days:</p> <ul style="list-style-type: none"> <li>East Bay to San Francisco, 2012: Adding a 9 or 10 car (event) train on Saturday peak race days and 5 to 6 event trains for Sunday peak race days. Each additional train would carry an average capacity of at least 1,000 riders. This augmented service would operate between the hours of 11 a.m. and 7 p.m. (Figure 5; Section 4.2.3, page 34);</li> <li>East Bay to San Francisco, 2013: Adding three additional event trains on Saturday and 9 to 10 event trains on Sunday peak race days. This augmented</li> </ul>

<sup>13</sup> The examples of the type and alignment of routes were formulated in partnership with AC Transit.

**TABLE 12.11-2 (Continued)**  
**PEOPLE PLAN APPENDIX D**  
**DRAFT REFERENCE TABLE OF EIR TRANSPORTATION MITIGATION MEASURES AND SEPTEMBER 2011 PEOPLE PLAN**

IMPACT	Mitigation Measure(s)	Reference in AC34 People Plan: Summary (Section Number, Page Number(s)) <sup>a</sup>
<b>Section 5.6: Transportation and Circulation (cont.)</b>		
<i>America's Cup 2012 and 2013 – Transit (cont.)</i>		
<b>Impact TR-20 and Impact TR-63 (cont.)</b>	service throughout that time period. The additional East Bay BART service could be provided by, but not limited to, executing weekday service during the weekends or by operating longer trains. The People Plan is expected to develop a transit operating plan that would formalize the details of the additional service (span of service, days of service, headways, etc.) and could include a different arrangement than providing weekday service on weekends.	<p>service would operate between the hours of 11 a.m. and 7 p.m. (Figure; Section 4.2.3, page 34); and</p> <ul style="list-style-type: none"> <li>Service from South Bay, 2012 and 2013: Adding an event train each for Saturday and Sunday peak weekend race days. This augmented service would operate between the hours of 11 a.m. and 7 p.m. (Figure 5; Section 4.2.3, page 34).</li> </ul> <p>In addition, BART would work with SFO and OAK airports to promote BART as a primary means of reaching the City from the airports (Figure 5, Section 4.2.3, page 34).</p>
<b>Impact TR-21 and Impact TR-64</b>	<p><b>Mitigation Measure M-TR-21: Additional WETA Transit Service</b></p> <p>As part of the People Plan, the City shall work with WETA and other regional transit providers (i.e., BART, AC Transit) to develop and implement an operating plan that would accommodate peak transit demands during the AC34 events to and from the East Bay.</p> <p>While the analysis above describes the capacity shortfall during the Saturday midday peak hour, additional capacity would need to be provided throughout the day as well as on Sundays. It is likely that the span of additional service would be from approximately 10:00 a.m. to 8:00 p.m. with varied levels of service throughout that time period. The additional WETA ferry service could be provided by, but not be limited to, the following supplemental lines.</p> <ul style="list-style-type: none"> <li><i>Vallejo Baylink Service:</i> This service operates from the terminal at the Vallejo waterfront west of downtown directly to the San Francisco Ferry Building and to Pier 41 in Fisherman's Wharf. One additional vessel with a capacity for 300 passengers could be added to the existing weekend service.<sup>14</sup></li> <li><i>Alameda/Oakland Bay Service (AOFS):</i> This service operates from Main Street in Alameda and from Clay Street in Oakland to the San Francisco Ferry Building and to Pier 41 in Fisherman's Wharf. One additional vessel with a</li> </ul>	<p>WETA proposes augmenting the following ferry services with extra frequency:</p> <ul style="list-style-type: none"> <li>Baylink (Vallejo): Adding up to two, 300 passenger vessels on this line for peak weekend race days, of which one of these vessels could be added between 1p.m. and 7 p.m., including a trip via AT&amp;T Park during weekends with races and baseball games (Figure 5; Section 4.5.1, page 62);</li> <li>AOFS (Alameda/Oakland): Adding one, 350 passenger vessel on this line for peak race day weekends. This would halve headways between 10 a.m. and 8 p.m. with 4 additional trips (Figure 5; Section 4.5.1, page 63);</li> <li>Harbor Bay (Alameda): Add 4 round trips between the hours of 12:00 noon and 8 p.m. for peak weekend race days between Alameda and the San Francisco Ferry Building (Figure 5; Section 4.5.1, page 63); and</li> <li>Treasure Island (San Francisco): Add a limited Event service between Oakland and Treasure Island and San Francisco on the augmented Oakland/Alameda service (see above), provided ADA-complying modifications for Pier 1 on Treasure Island can be in place (Figure 5; Section 4.5.1, page 63).</li> <li>Oyster Point (South San Francisco): This ferry terminal is slated to open by 2012, and WETA is considering the potential of augmenting transit service between San Francisco and the South Bay with limited Event service. This</li> </ul>

<sup>14</sup> The existing Vallejo Baylink Ferry Service offers nine weekend round trips, including a trip via AT&T Park during weekend games. In addition to the ferry service, the Vallejo Baylink service includes the Route 200 Bus service from the Vallejo terminal to the San Francisco Ferry Building. Route 200 buses have a capacity of 55 passengers and supplement the ferry service with one weekend round trip.

**TABLE 12.11-2 (Continued)**  
**PEOPLE PLAN APPENDIX D**  
**DRAFT REFERENCE TABLE OF EIR TRANSPORTATION MITIGATION MEASURES AND SEPTEMBER 2011 PEOPLE PLAN**

IMPACT	Mitigation Measure(s)	Reference in AC34 People Plan: Summary (Section Number, Page Number(s)) <sup>a</sup>
<b>Section 5.6: Transportation and Circulation (cont.)</b>		
<i>America's Cup 2012 and 2013 – Transit (cont.)</i>		
<b>Impact TR-21 and Impact TR-64 (cont.)</b>	<p>capacity of approximately 325 to 375 passengers could be added to the existing weekend service.<sup>15</sup></p> <ul style="list-style-type: none"> <li>Additional midday off-peak service could also be provided between the Ferry Building and/or Piers 39-41, if there is sufficient capacity to berth the ferries.</li> </ul> <p>The supplemental routes described above are intended to illustrate the type and alignment of additional service that could be provided during the AC34 2012 events.<sup>16</sup> However, the People Plan is expected to develop a transit operating plan that would formalize the details of the additional service (specific routes, span of service, days of service, headways, types of ferries, etc.) and could include different routes or service schedules than what is described above. This would allow for the flexibility to adjust service in response to demand during the AC34 2012 events and ultimately during the AC34 2013 events.</p>	would add a 200 passenger vessel with three trips northbound and four trips southbound between 10 a.m. and 8 p.m. (Figure 5; Section 4.2.3, page 35; Section 4.5.1, pages 62-63);
<b>Impact TR-22 and Impact TR-65</b>	<p><b>Mitigation Measure M-TR-22: Additional Golden Gate Transit Service</b></p> <p>As part of the People Plan, the City shall work with Golden Gate Transit and other regional transit providers (i.e., WETA) to develop and implement an operating plan that would accommodate peak transit demands during the AC34 events to and from the North Bay.</p> <p>While the analysis above describes the capacity shortfall during the Saturday midday peak hour, additional capacity would need to be provided throughout the day as well as on Sundays. It is likely that the span of additional service would be from approximately 10:00 a.m. to 8:00 p.m. with varied levels of service throughout that time period. The additional Golden Gate Transit bus service may be able to pick up local passengers within San Francisco at existing Golden Gate Transit and Muni bus stops. The bus service could be provided by, but not be limited to, the following supplemental lines.</p>	<p>Golden Gate Transit proposes augmenting the following bus lines and ferry services with extra frequency for peak weekend race days (similar augmentation may be used for peak weekday race days as needed):</p> <ul style="list-style-type: none"> <li>93 "Short": The existing 93 line would be augmented to include a "short" line that would run either 40- or 72-passenger vehicles between the Presidio and the Civic Center BART Station via Van Ness Avenue. This route would operate on a 15-minute headway between the hours of 11 a.m. and 7 p.m. The route would provide local (on/off in San Francisco) service throughout the day as needed (Figure 5; Section 4.2.2, page 30);</li> <li>4 "Short": The existing 4 line would be augmented to include a "short" line that would run 40 passenger vehicles with alternate runs, one originating from the Manzanita Park &amp; Ride near Marin City and another originating at the Golden Gate Bridge Toll Plaza. Both would run through the Marina and</li> </ul>

<sup>15</sup> The existing AOFs service offers six weekend round trips.

<sup>16</sup> The examples of the type and alignment of routes were formulated in partnership with WETA.

**TABLE 12.11-2 (Continued)**  
**PEOPLE PLAN APPENDIX D**  
**DRAFT REFERENCE TABLE OF EIR TRANSPORTATION MITIGATION MEASURES AND SEPTEMBER 2011 PEOPLE PLAN**

IMPACT	Mitigation Measure(s)	Reference in AC34 People Plan: Summary (Section Number, Page Number(s)) <sup>a</sup>
<b>Section 5.6: Transportation and Circulation (cont.)</b>		
<i>America's Cup 2012 and 2013 – Transit (cont.)</i>		
<b>Impact TR-21 and Impact TR-65 (cont.)</b>	<ul style="list-style-type: none"> <li><i>Route 93:</i> This route would begin at the Golden Gate Bridge Toll Plaza and continue to the San Francisco Civic Center area via Lombard, Van Ness, Golden Gate, Hyde, Eighth, and Mission Streets to Sixth and Howard Streets in the outbound direction, and via Seventh, McAllister, Van Ness, and Lombard to the Golden Gate Bridge Toll Plaza in the inbound direction.<sup>17</sup> A variation of this route could terminate at the Richardson/Francisco transfer point rather than at the Golden Gate Bridge Toll Plaza, provided sufficient turn-around space is available.</li> <li><i>Route 4:</i> To supplement Route 93, a “short” Route 4 could operate between the Manzanita Park &amp; Ride in Mill Valley to the Financial District. This route would travel on U.S. 101 through the Golden Gate Bridge Toll Plaza and continue to the San Francisco Financial District via Lombard, Van Ness, North Point, Polk, Beach, Embarcadero, and Battery, across Market Street to Howard, Eight and Harrison Streets in the inbound direction, and via Harrison, Ninth, Folsom, Fremont, Front, Pine, Sansome, The Embarcadero, North Point, Van Ness and Lombard to the Manzanita Park &amp; Ride in the inbound direction.</li> </ul> <p>The supplemental routes described above are intended to illustrate the type and alignment of additional service that could be provided during the AC34 2012 events.<sup>18</sup> However, the People Plan is expected to develop a transit operating plan that would formalize the details of the additional service (specific routes, span of service, days of service, headways, types of buses, etc.) and could include different routes than what is described above. This would allow for the flexibility to adjust service in response to demand during the AC34 2012 events and ultimately during the AC34 2013 events.</p>	<p>Financial District to downtown San Francisco, terminating near Embarcadero BART and the Temporary Transbay Terminal. This route would operate on a 30-minute headway between the hours of 11 a.m. and 7 p.m. The route would provide local (on/off in San Francisco) service throughout the day as needed (Figure 5; Section 4.2.2, pages 30-31);</p> <ul style="list-style-type: none"> <li>Ferry Service (Larkspur): The existing ferry route from Larkspur to San Francisco would be augmented to provide additional high-speed boats during the midday on peak weekend race days (Figure 5; Section 4.5.1, page 62); and</li> <li>Ferry Service (Sausalito): The existing ferry route from Sausalito to San Francisco would be augmented by one additional ferry run during the midday on peak weekend race days (Figure 5; Section 4.5.1, page 62).</li> </ul>

<sup>17</sup> In general, routes headed towards downtown San Francisco are considered inbound and routes heading away from downtown San Francisco are considered outbound. However, for Golden Gate Transit the terminology is reversed since the buses are leaving the yard to go to San Francisco (outbound) and returning to where they originated in Marin (inbound).

<sup>18</sup> The examples of the type and alignment of routes were formulated in partnership with Golden Gate Transit.

**TABLE 12.11-2 (Continued)**  
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**DRAFT REFERENCE TABLE OF EIR TRANSPORTATION MITIGATION MEASURES AND SEPTEMBER 2011 PEOPLE PLAN**

IMPACT	Mitigation Measure(s)	Reference in AC34 People Plan: Summary (Section Number, Page Number(s)) <sup>a</sup>
<b>Section 5.6: Transportation and Circulation (cont.)</b>		
<i>America's Cup 2012 and 2013 – Transit (cont.)</i>		
<b>Impact TR-23 and Impact TR-66</b>	<p><b>Mitigation Measure M-TR-23: Additional Blue &amp; Gold Transit Service</b></p> <p>As part of the People Plan, the City shall work with Blue &amp; Gold and other regional transit providers (i.e., Golden Gate Transit) to develop and implement an operating plan that would accommodate peak transit demands during the AC34 events to and from the North Bay.</p> <p>While the analysis above describes the capacity shortfall during the Saturday midday peak hour, additional capacity would need to be provided by Blue &amp; Gold and/or Golden Gate Transit ferry and bus service throughout the day, as well as on Sundays. It is likely that the span of additional service would be from approximately 10:00 a.m. to 8:00 p.m. with varied levels of service throughout that time period. Blue &amp; Gold currently provides additional ferry service during special events – for example, additional evening service from Tiburon to San Francisco for the Fourth of July fireworks show. Similar additional service could be provided during the AC34 2012 and AC 34 2013 events.</p>	Blue & Gold Transit proposes additional midday weekend service on existing routes between San Francisco and Tiburon and San Francisco and Angel Island (Section 4.5.1, page 62).
<b>Impact TR-24 and Impact TR-67</b>	<p><b>Mitigation Measure M-TR-24: Additional Caltrain Transit Service</b></p> <p>As part of the People Plan, the City shall work with Caltrain and other regional transit providers (i.e., BART, SamTrans) to develop and implement an operating plan that would accommodate peak transit demands during the AC34 events to and from the South Bay.</p> <p>While the analysis above describes the capacity shortfall during the Saturday midday peak hour, additional capacity would need to be provided throughout the day as well as on Sundays. It is likely that the span of additional service would be from approximately 10:00 a.m. to 8:00 p.m. with varied levels of service throughout that time period. The People Plan is expected to develop a transit operating plan that would formalize the details of the additional service (span of service, days of service, headways, stop locations, etc.), if any. This would allow for the flexibility to adjust service in response to demand during the AC34 2012 events, and ultimately during the AC34 2013 events.</p>	Caltrain proposes two additional 650–900 person capacity weekend trains in each direction. These trains would also be able to carry between 50 and 80 bicycles. These additional trains would be added up to two hours before the Event (northbound) and after the Event (southbound) (Figure 5; Section 4.2.3, page 35). See Impact TR-20 and Impact TR-63 above for People Plan reference related to BART augmented service proposals from Daly City.

**TABLE 12.11-2 (Continued)**  
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IMPACT	Mitigation Measure(s)	Reference in AC34 People Plan: Summary (Section Number, Page Number(s)) <sup>a</sup>
<b>Section 5.6: Transportation and Circulation (cont.)</b>		
<i>America's Cup 2012 and 2013 – Transit (cont.)</i>		
<b>Impact TR-25 and Impact TR-68</b>	<p><b>Mitigation Measure M-TR-25: Additional SamTrans Transit Service</b></p> <p>As part of the People Plan, the City shall work with SamTrans and other regional transit providers (i.e., BART, Caltrain) to develop an operating plan that would accommodate peak transit demands during the AC34 events to and from the South Bay.</p> <p>While the analysis above describes the capacity shortfall during the Saturday midday peak hour, additional capacity would need to be provided throughout the day as well as on Sundays. It is likely that the span of additional service would be from approximately 10:00 a.m. to 8:00 p.m. with varied levels of service throughout that time period. Whether the additional service could be provided by SamTrans is uncertain. However, additional service from and to the South Bay could be provided by, but not be limited to the following:</p> <ul style="list-style-type: none"> <li>• <i>Supplemental BART Service:</i> BART could increase its service to and from the South Bay by providing service similar to that seen on weekdays or by operating longer trains (10 cars per train) to increase the capacity of the existing weekend service.</li> </ul> <p>The People Plan is expected to develop a transit operating plan that would formalize the details of the additional service (span of service, days of service, headways, stop locations, etc.) and could include a different arrangement than providing described above. This would allow for the flexibility to adjust service in response to demand during the AC34 2012 events and ultimately during the AC34 2013 events.</p>	SamTrans is considering augmenting the existing 120 line to the Daly City BART Station during peak weekend race days. This route would run in the northbound direction from 9:30 a.m. to 11 a.m. and in the southbound direction from 5 p.m. to 7 p.m. (Section 4.2.2, page 31). See Impact TR-20 and Impact TR-63 above for People Plan reference related to BART augmented service proposals from Daly City.
<b>Impact TR-26 and Impact TR-69</b>	<p><b>Mitigation Measure M-TR-26a: Barricade to Protect Transit Lanes</b></p> <p>The AC34 2012 events have the potential to adversely impact the operations of the F-Market &amp; Wharves line in the Fisherman Wharf area, particularly on Jefferson Street. As part of the People Plan, the City shall create a strategy for protecting the F-Market &amp; Wharves right-of-way for safety and operational efficiency (i.e., to ensure delay to streetcar service is minimized). The strategy could include, but not be limited to, erecting removable barricades along the F-Market &amp; Wharves tracks in order to contain pedestrian overflow and direct crossings to existing crosswalks.</p>	Barricades are proposed along rail rights-of-way at the streetcar terminal near Fisherman's Wharf to separate pedestrian and bicycle traffic from the rail rights-of-way and to protect a path for emergency vehicle access (Section 4.2.3, page 32; Section 4.2.5, page 45).

**TABLE 12.11-2 (Continued)**  
**PEOPLE PLAN APPENDIX D**  
**DRAFT REFERENCE TABLE OF EIR TRANSPORTATION MITIGATION MEASURES AND SEPTEMBER 2011 PEOPLE PLAN**

IMPACT	Mitigation Measure(s)	Reference in AC34 People Plan: Summary (Section Number, Page Number(s)) <sup>a</sup>
<b>Section 5.6: Transportation and Circulation (cont.)</b>		
<i>America's Cup 2012 and 2013 – Transit (cont.)</i>		
<b>Impact TR-26 and Impact TR-69 (cont.)</b>	<b>Mitigation Measure M-TR-26b: Traffic Control Officers at Key Intersections</b> The AC34 2012 events have the potential to adversely impact the operations of Muni, Golden Gate Transit, and AC Transit service in downtown San Francisco. As part of the People Plan, the City shall develop a strategy for implementation of traffic control officers at intersections that key transit routes travel through.	Restricted vehicle access and management by Parking Control Officers will be targeting private automobiles (Section 4.4.3, pages 57 and 60).
<b>Impact TR-27; Impact TR-69; and Impact TR-70</b>	<b>Mitigation Measure M-TR-1: People Plan Specific Provisions</b>	See Impacts TR-1 through Impact TR-12; Impact TR-15; Impact TR-16; Impact TR-38 through Impact TR – 55; Impact TR-58; and Impact TR-59 above for People Plan references.
<b>Impact TR-28 and Impact TR-71</b>	No mitigation is necessary as the America's Cup 2012 and 2013 events would have less than significant impacts on transit operations at secondary viewing areas. Improvement Measure I-TR-28: Advance Ferry Ticket Sales has the City work with California State Parks, Blue & Gold ferry service, and the Angel Island Tiburon Ferry service to develop a strategy for ferry access to Angel Island, including potentially requiring advanced ticket sales.	Strategies in secondary viewing areas include additional ferry services to Angel Island and advanced online ticket sales (Section 3.3.2, page 18; Section 4.5.1, page 63).
<i>America's Cup 2012 and 2013 – Bicycles</i>		
<b>Impact TR-29; Impact TR-30; Impact TR-72; and Impact TR-73</b>	No mitigation is necessary as the America's Cup 2012 and 2013 events would not create potentially hazardous conditions for bicyclists or otherwise substantially interfere with bicycle accessibility to the project sites, adjoining areas, or secondary viewing areas.	The People Plan includes providing additional secured bicycle parking (Section 4.3.1, page 36), establishing bicycle rental and bicycle sharing facilities at strategic locations (Section 4.3.2, pages 38-39; Figure 6), providing additional capacity for bicycles on transit (Section 4.3.3, pages 39-40), providing maps and signage for bicycle routes (Section 4.3.4, page 40), and providing bicycle improvements along the waterfront corridor (Section 4.3.5, pages 40-45; Figures 7-12). Specific bicycle improvements include increasing bicycle capacity along the Embarcadero, pursuing the proposed Jefferson Street Public Realm project, utilizing the Pier 43 Promenade, and coordinating with the Marina Bicycle and Pedestrian Path (Section 4.3.5, pages 40-49).
<i>America's Cup 2012 and 2013 – Pedestrians</i>		
<b>Impact TR-31; Impact TR-32; Impact TR-74; and impact TR-75</b>	No mitigation is necessary as the America's Cup 2012 and 2013 events would not result in substantial overcrowding on public sidewalks, create potentially hazardous conditions for pedestrians, or otherwise substantially interfere with pedestrian accessibility to the project sites, adjoining areas, or secondary viewing areas and vicinity.	The People Plan includes providing maps and wayfinding signage for pedestrians, temporary street closures to vehicles to facilitate pedestrian safety, signal phasing/timing modifications in areas of high volumes of pedestrians, providing pedestrian improvements along the waterfront corridor, and repainting of crosswalks (Figures 7-12; Section 4.6, page 64).

**TABLE 12.11-2 (Continued)**  
**PEOPLE PLAN APPENDIX D**  
**DRAFT REFERENCE TABLE OF EIR TRANSPORTATION MITIGATION MEASURES AND SEPTEMBER 2011 PEOPLE PLAN**

IMPACT	Mitigation Measure(s)	Reference in AC34 People Plan: Summary (Section Number, Page Number(s)) <sup>a</sup>
<b>Section 5.6: Transportation and Circulation (cont.)</b>		
<i>America's Cup 2012 and 2013 – Loading Activities</i>		
<b>Impact TR-33 and Impact TR-76</b>	No mitigation is necessary as the America's Cup 2012 or 2013 events would not result in a loading demand during the peak hour of loading activities that could not be accommodated within the proposed loading supply or within on-street loading zones.	n/a
<i>America's Cup 2012 and 2013 – Emergency Vehicle Access</i>		
<b>Impact TR-34 and Impact TR-77</b>	No mitigation is necessary as the America's Cup 2012 and 2013 events would not result in a significant emergency vehicle access impact.	The People Plan includes maintaining emergency vehicle access at all times, including areas that would be closed to automobile traffic (e.g., Ferry Plaza, E/F-lien streetcar tracks, the Embarcadero) (Section 2.4.1, pages 9–10) and providing priority parking access to emergency vehicles at parking lots and garages along the waterfront (Section 4.4.2, pages 51 –53; Figure 13).
<i>America's Cup 2012 and 2013 – Construction</i>		
<b>Impact TR-35 and Impact TR-78</b>	No mitigation is necessary as the America's Cup 2012 and 2013 events would not result in construction-related transportation impacts because of their temporary and limited duration.	n/a
<i>America's Cup 2012 and 2013 – Combination with Ongoing and Upcoming Construction Projects</i>		
<b>Impact TR-36 and Impact TR-79</b>	No mitigation is necessary as the America's Cup 2012 and 2013 events would not result in significant transportation impacts in combination with ongoing and upcoming construction projects in the City and its vicinity.	The People Plan includes a communications plan with large scale roadway construction projects in an around San Francisco and these projects' impact on access to the Event (Section 4.4.1, page 40; Section 4.6, page 65). This would include advanced communication to residents, workers, and visitors to encourage non-automobile travel behavior (Section 5, pages 70-87).
<i>America's Cup 2012 and 2013 – Transportation Network and Special Events</i>		
<b>Impact TR-37 and Impact TR-80</b>	<b>Mitigation Measure M-TR-1: People Plan Specific Provisions</b>	See Impacts TR-1 through Impact TR-12; Impact TR-15; Impact TR-16; Impact TR-38 through Impact TR – 55; Impact TR-58; and Impact TR-59 above for People Plan references.



**TABLE 12.11-2 (Continued)**  
**PEOPLE PLAN APPENDIX D**  
**DRAFT REFERENCE TABLE OF EIR TRANSPORTATION MITIGATION MEASURES AND SEPTEMBER 2011 PEOPLE PLAN**

IMPACT	Mitigation Measure(s)	Reference in AC34 People Plan: Summary (Section Number, Page Number(s)) <sup>a</sup>
<b>Section 5.6: Transportation and Circulation (cont.)</b>		
<i>America's Cup 2012 and 2013 - Parking</i>		
<b>Section 5.6.3.6 Parking</b>	No mitigation is necessary as San Francisco does not consider parking supply as part of the permanent physical environment and therefore, does not consider changes in parking conditions to be environmental impacts as defined by CEQA.	The People Plan strategy for parking is to encourage people not to drive, but instead to choose from a viable set of alternatives. If people do choose to drive, the strategy is then to intercept those people and encourage them to park at remote parking facilities that are well-served by transit. Parking located close to Events would be prioritized for emergency vehicles, high-occupancy vehicles, disable parking, bicycle parking, and Event/Race management staff (Section 4.4.2, pages 50-57; Section 5.3.1, pages 75-78, Figures 13, 14, and 17).

Mitigation Measure M-TR-17 proposes an increase in Muni transit service and corresponding passenger capacity. The September 2011 People Plan recently prepared by the City and formally accepted by ACEA was fundamentally informed by SFMTA, and, in particular, Muni Service Planning, and identifies the proposed Muni lines and services to be expanded on weekdays and weekends to accommodate travel demand associated with AC34 spectators, as well as residents and other visitors in San Francisco. The performance standards for Muni services were provided by SFMTA and are presented in Section 5.6.3.1-Significance Criteria (pages 5.6-38 and 5.6-39) of the EIR. However, as shown in the EIR (Table 5.6-26 on page 5.6-89), even with the implementation of the Mitigation Measure M-TR-1b and Mitigation Measure M-TR-17, the impact to Muni service described in Impacts TR-17 and TR-60 would remain temporary but significant and unavoidable. As noted in Impact TR-27 and Impact TR-70, since the races would cross ferry routes within the Bay, delays to ferry operations on event days would occur regardless of implementation of Mitigation Measure M-TR-1. And therefore, the impact to regularly scheduled ferry service would be temporary, but significant and unavoidable.

The September 2011 People Plan also includes the preliminary transit service agreements with the Presidio Trust and regional transit operators, based on the Mitigation Measure M-TR-18 through Mitigation Measure M-TR-25. Section 12.11.5, Response TR-4a, above, presents a discussion of the impact of the additional service on regional transit capacity utilization. With implementation of the additional regional transit service, the capacity between San Francisco and the East Bay, North Bay, and South Bay would increase; however, overall capacity utilization to the North Bay would remain greater than 100 percent, and impacts to transit capacity would remain temporary but significant and unavoidable.